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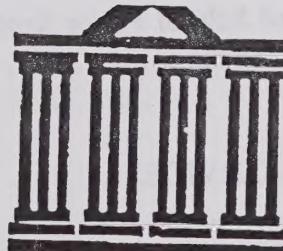
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MANAGEMENT STUDY OF THE OAKLAND, CALIFORNIA POLICE DEPARTMENT

November 3, 1995



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The Population

The City of Dallas is the second largest city in the state of Texas and the fourth largest city in the South. It is a major industrial center and has a large diversified economy. The Bureau of the Census estimates that the population of the city in 1960 was 750,000. The estimated population for 1965 is 850,000.

The Dallas Police Department is the third largest police force in the state of Texas. The department is responsible for the protection of the citizens of Dallas and the surrounding areas. The department is also responsible for the investigation of crimes and the enforcement of laws. The department is a law enforcement agency and is responsible for the safety and welfare of the citizens of Dallas.

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In addition to the duties of law enforcement, the Dallas Police Department is responsible for the protection of the citizens of Dallas from the elements. It is the responsibility of the department to ensure that the citizens of Dallas are safe and secure.

These citizens will face many challenges in the years ahead and the Dallas Police Department will be there to help them. The Dallas Police Department is a law enforcement agency and is responsible for the safety and welfare of the citizens of Dallas.

CHAPTER 1
INTRODUCTION AND EXECUTIVE SUMMARY

CHAPTER 1 INTRODUCTION AND EXECUTIVE SUMMARY

Introduction

The Oakland Police Department (OPD) is a very good police department. It's greatest strength lies in the quality of the people that serve as line employees, supervisors, and managers, both sworn and civilian. The Department handles a tremendous amount of work in a very diverse, very active community. That the men and women of the OPD carry out their tasks as well as they do, even in the face of continuing decreases in the level of resources available to them, is a tribute to their dedication, professionalism, and resiliency.

The Oakland Police Department is in a state of transition. Because of the City's financial constraints, cutbacks have affected the Department's infrastructure in areas such as vehicle maintenance problems and shortages of mobile data terminals. Over the last two years the style of leadership has changed. Chief Joseph Samuels, Jr. was appointed and other command level changes have been made. And, under the new executive management team, the department is moving from an almost exclusive focus on traditional crime fighting and law enforcement to a more responsive community policing approach designed to improve its ability to work with the community to prevent and control crime.

The Department's long-term commitment to community policing is not in question. Much of the implementation work has already been done and accomplished, more is planned for the next several years. It is clear that the department is moving in the right directions.

The direction toward community policing is especially important in that it focuses on youth. 1990 census data for Oakland counted an estimated 36,100 children between the ages of 5 to 11. Based upon that statistic, the department should take into consideration the likely possibility that in 1996 and 1997 those youth will reach the prime juvenile delinquency age. (11-18) This figure represents a 36% increase from the present youth in this age bracket.

In addition, in the 1980's the rate of entry into the Oakland area for immigrant citizens rose 172% from the previous decade. If a similar rate of migration occurs in the 1990's, an estimated 74,600 new immigrants will be moving into the Oakland.

These migration patterns will likely add to Oakland's growing diversity and create more communication problems for the police and the City. The 1990 census data also revealed that approximately 44,605 households spoke no or limited English and thus were classified as "linguistically isolated".

Change in the Oakland Police Department is becoming almost a constant. During the period of the PERF study, police management continued to retool the Department. Some areas of change recommended by the PERF team have already been put into place. Others are on the drawing board. The recommendations offered below are designed to help the Department deal with resource issues and/or to fine tune the Department's systems. Implementation of the recommendations will improve the ability of the Oakland Police Department and the people of Oakland to work together to more effectively and efficiently control and prevent crime, disorder, and violence.

Study Background

The Police Executive Research Forum (PERF) began a comprehensive study of the Oakland, California Police Department following submission of a proposal and detailed discussions with City and police officials. PERF was asked to review all aspects of the department's administration and operations, toward identifying community policing needs and maximizing available resources. PERF established a study team that consisted of personnel with experience in law enforcement, administration, resource allocation, law, internal affairs, personnel management, policy and procedure development, training, planning, and community policing. All tasks set forth by the city were addressed by the team.

Response to the study by members of the police department, the community, and City leaders was cooperative and professional. Department personnel, city officials, and members of the community willingly shared their views and assisted the team in gaining access to needed information.

Method

The PERF team relied on the following methods to collect information:

- interviews with employees of the Oakland Police Department;
- interviews with City officials, community leaders and citizens;
- direct observation of department activities;
- review of department documents, reports, schedules, personnel data, policies and procedures, and other information;

- comparison to other jurisdictions, programs, and state-of-the-art trends and approaches to the delivery of police services; and
- review of other projects and programs underway in the city that influence the police department.

Details on methods used to accomplish individual tasks are included in the following chapters of this report.

Study Team

Each member of the project team was assigned to examine specific functions and units within the police department. While on site, each staff day involved working through two or more shifts. Members of the study team participated in interviews with department personnel and community representatives.

Members of the study team included:

Dr. Craig Fraser	Associate Director for Management Services, PERF
O. Anthony Narr	Senior Research Associate, PERF Retired Captain, Prince George's County, MD Police Department
Dr. Jerome Skolnick	Professor University of California at Berkeley
Sandra Bass	Research Assistant University of California at Berkeley
W. K. Finney	Chief of Police St. Paul, MN Police Department
Michael J. Nila	Captain - Deputy Chief Aurora, IL Police Department
Theresa Chambers	Major Prince George's County, MD Police Department
Harold Robbins	Former Chief of Police Annapolis, MD Police Department, and Retired Deputy Chief St. Petersburg, FL Police Department
Louis Tayon, Jr.	Major - Deputy Chief Chesapeake, VA Police Department

All members of this team were present on site in Oakland during the study. Some members made multiple trips to the city.

Organization of Report

Information has been presented in two ways in the following chapters. First, major subject areas are presented in complete chapters. Second, department units and sections are grouped together based on their placement in the organization. In both presentations there are general discussion, findings and observations, and recommendations. Recommendations are presented at the end of each section or chapter, as appropriate.

Information is presented in this way so that city administrators, the police chief, supervisors and members of each unit may focus their attention on the information most relevant to them or their function. They do not have to read a great deal of text to locate study findings relevant to a unit or bureau.

EXECUTIVE SUMMARY

The Police Executive Research Forum was asked to look at the Oakland Police Department in five major areas: organizational structure, resource allocation, management/supervision, technology enhancements, and utilization of sworn personnel.

Organizational Structure

In Chapter 3, on Management and Administration, PERF describes the Department's current organizational structure as well as the revised structure the Department is planning to implement soon. PERF finds the proposed structure to be generally sound and supports the move to establish three geographically based operational commands to enhance community policing and to provide a closer relationship between neighborhood residents and the community. We do, however, as is explained below recommend that the Professional Standards unit report directly to the Chief of Police and that the Intelligence and Gang units be merged.

We also support bringing under a single command responsibility for the Department's drug control efforts because Oakland needs to develop a jurisdiction wide drug control strategy. Drug trafficking and drug related crime continues to be a major problem in Oakland. City residents want the problem controlled. They want to be able to lead lives

without the fear induced by gun battles over turf and other 'business' conflicts, by the crimes and violence committed by those under the influence of drugs or in pursuit of the funds needed to purchase drugs, and by the threat and menace conveyed by those hanging out dealing.

The Oakland Police Department devotes resources to combating drug problems in a variety of ways. OPD officers participate in the Alameda County Narcotics Task Force, a regional multi-jurisdictional unit. This group conducts long term, complex investigations to build and prosecute cases against large scale importers and distributors. The Vice and Narcotics Unit works on Oakland's own major importers and distributors. The Special Duty Units operate at an intermediate level, often using short term undercover tactics, to deal with mid-level and street level drug traffickers. The Special Duty Units and community police officers try to address street corner and other open air markets. The Beat Health Unit has focused on drug problem dwellings. And, in addition, patrol officers with an inclination towards drug enforcement may use time when they are not on a call to devote to interrupting street dealing on their beats.

For the most part, each of these elements works independently of the others. Each element identifies and selects its own problem people and/or locations and works without informing other drug enforcement resources about targets and tactics. Also, the OPD drug operations are only beginning to consider non-police anti-drug efforts aimed at prevention and treatment. Consequently, police drug control efforts are made up of a series of tactics, usually uncoordinated, focused on only small parts of the whole problem.

By placing those units with a specialized drug control focus under one command, Oakland may gain better results if it combines this organizational modification with a drug control organizational strategy, meshed with its community policing strategy, which adopts a city wide perspective for both supply and demand reduction.

The basic assumption of this approach should recognize that drug markets and drug related crime are interrelated. What happens in one market place has an impact on what happens in others; what happens in the drug market places has an impact on drug related crime. Changes in drug price, drug purity, and drug type availability in one market have an impact on others and has an impact on the crimes committed both by those under the influence of drugs and by those in pursuit of funds to buy drugs. A successful strategy will be aware of general and specific interrelationships and will use them for maximum advantage for drug and crime control.

Examples of the type of interrelationship questions that OPD needs to address include the following:

1. How should a "drug market" be defined? How does an area get on a city's inventory of locations and how does an area get removed from the list?
2. Maps should be plotted to examine both drug activity and the overlap of co-existing crime. Neighborhood groups that cover the area should also be located.
3. If a market is disrupted by enforcement tactics what will the impact be on crime in the immediate area? Do users need to steal more to support their use? Can the amount and type of crime be predicted? If so, can police operations be directed to prevent and or intercept these crimes?
4. If the supply in one market is diminished through enforcement, how does drug price, purity and availability change in other markets? Are markets interconnected through common suppliers or through customer base? It may be necessary to put into place a price/purity/type monitoring system that can detect market reactions to police operations as well as to serve as an early warning as supplies change.
5. Is there a pre-campaign history of the specific target area created prior to an operation? Is there knowledge recorded about a location's social and criminal history and its potential for recovery? Is there an analysis of why the area became a drug market? What are the area's features that facilitated drug trafficking?
6. Can displacement be predicted? If knowledge exists about one market that is going to be disrupted, can that information be used to identify likely locations where alternatives may be established? If predictions can be made, how can police activities be directed to prevent a disrupted market from being reestablished at another location?
7. When one major player is taken out, what happens to his territory? Will there likely be battles over the departed figure's turf, customers, and market share? Who are the likely competitors and what potential do they have for violent competition over the vacated market? Will competition result in attempts to gain customers by lower cost, higher grade drugs? If so, how will drug related crime be altered?
8. If a major player is taken off the street what efforts will work to avoid battles over the vacated market?
9. To what extent has the economy of a neighborhood been penetrated/taken over by drug money? How does such penetration effect the likelihood of successful enforcement efforts and/or the likelihood of successful reclamation efforts?

10. What is known about the sellers/users in various market places? How do seller/user characteristics vary by market? By drug type? What are the motivations for involvement? Do motivations vary by market?
11. How do prevention and treatment programs affect a market? Will programs change the customer profile, marketing tactics, type of drugs sold?
12. Enforcement can drive buyers and sellers away and environmental changes may drive buyers and sellers away, but what does it take to keep them away? How can a maintenance effort be developed for an area once a clean-up has occurred? What will be necessary to prevent the problem from reoccurring? What will the neighborhood residents have to do? What will the beat officer have to do? What will the role of specialized units?
13. Can a matrix of market type based on buyers and sellers and whether they are from inside or outside the area of the market be created? The theory is that the degree of neighborhood cooperation will vary, in part, according to the benefits (from illegal monies) derived by the neighborhood.

Addressing these issues for Oakland may well require gathering information in new ways, both thorough unobtrusive measurement and experiments with enforcement to determine action-reaction. Developing knowledge like that described above ought then to form the basis for both the OPD and for city government of an organizational strategy in which the various drug control elements are used in a coordinated approach to have a maximum impact. An understanding of the local drug economy and market places becomes a vehicle to direct intervention efforts with clear expectations and role differentiations for the various resources involved.

Under this approach the targets of a citywide narcotics and vice unit may be determined by predictions of impact on street market places. Parallel efforts may take place on violence prone competitors to prevent battles over vacated marketplaces. Treatment, prevention, neighborhood maintenance, and redevelopment actions may be designed to quickly follow market disruption.

A strategic approach in Oakland may demonstrate that drug trafficking and related crime can be controlled. Perhaps the effort required is not to use additional resources but instead to create a carefully focused, data based, strategic campaign.

Resource Allocation

PERF examined each unit of the Department to look for improved effectiveness and efficiency. The results of these examinations are detailed in the body of this report. PERF also looked to determine whether resources are being allocated consistent with the implementation of community policing in the Department.

PERF found that the Department is moving in the right direction. It should continue its on-going strategic perspective about community policing as articulated through the Community Policing Task Force's Five Year Plan (1995-2000). The department should continue its efforts to create greater understanding among the diverse elements in Oakland about the strategic vision of the community policing concept.

Departmental plans are being made and should promptly be completed and implemented to redesign patrol beats and districts so they reflect natural neighborhood areas. The last beat survey/boundary assessment was done in 1977. A basic premise of community-policing is that patrol areas should not split neighborhoods.

Management/Supervision

As in all larger, complex police organizations, there are many inhibitors to management's ability to operate in the most efficient and effective manner. In the Oakland Police Department, there are several; most notably the limitations of *Mullins v Toothman*, the seniority based transfer policy and the inclusion of all members of the management team, except the chief of police, in the same bargaining unit (labor organization).

Mullins v Toothman and basing transfers on seniority have severely hampered the department in how personnel are selected to serve in all but entry level positions. The expense of sergeants conducting criminal investigations is a drain on departmental resources that could otherwise be directed toward patrol needs. Moreover, the existence of supervisory sergeants and non-supervisory sergeants impacts the selection process for lieutenant. Similarly, seniority based transfers do little to ensure the best people are selected for critical jobs. In patrol it results in the clustering of the least experienced officers and supervisors on the midnight shift.

Managers and supervisors have a responsibility to convey information, to provide guidance and leadership to their subordinates. Daily this means having to make decisions about scheduling, operational activities, performance evaluation, etc. Sometimes this includes having to take negative disciplinary action. Always, it is the manager's role to

represent the department and the city when dealing with subordinates. This is exceedingly difficult when all managers, supervisors and subordinates are represented by the same labor organization. It may not be inappropriate for supervisors and managers to seek the protection afforded by bargaining unit representation, but not all by the same unit.

As stated in the report, the PERF team conducted focus groups with citizens of Oakland to gain a better understanding of the feelings and perceptions that prevail about the department. It was noted that there was some concern, on behalf of some participants of these groups, about the accountability of officers for their actions. The specific details reported are less important than the observation that certain segments of Oakland's communities perceive that the police department's top leadership does not hold its officers accountable to the degree thought to be appropriate.

Changing this perception will not be easy, but it is extremely important. To show that the investigation of allegations of misconduct against police officers is top priority, oversight for the professional standards section should come from the Chief of Police. The section should be operationally responsible to the chief, as reflected by departmental organizational charts.

The release of information relative to the outcome of internal investigations should be coordinated in a way that ensures the public (involved persons or entire communities) is provided with the information they seek (in accordance with privacy and freedom of information regulations).

Technology Enhancements

From a city perspective a police data system that is integrated into the city's over all data processing operation seems cost effective. From a police perspective, such merged automation operations seem often to result in police needs being assigned lower priority than they wish. The Oakland Police Department is under-automated. Although accurate estimates are difficult to make, large gains in productivity, improved resource allocation, and better crime investigation and solution all should result from an accelerated focus on police automation projects. Information is essential to good community policing and problem solving. Through out the study, the PERF team discovered instances were the Department can benefit from increased automation. In few of these instances was the Department unaware of the potential of new technology. The Department's list of automation priorities includes the following:

Automation Priorities

- Complete new records/information management system and integrate the computer assisted dispatching (CAD) system.
- Give commanders and supervisors on-line access to CAD information.
- Integrate mobile portable computers into the records/information management system and CAD.
- Install an image based system throughout the Department.
- Improve automated links to statewide information systems.
- Increase the use of telephone, walk-in and computer dial-in reporting.
- Include information from traffic citations and field contacts in the new records/information management system.
- Provide automated mapping and geographic information systems.
- Provide Department-wide E-mail for commanders, officers and other personnel.
- Provide managers and supervisors with project management software.
- Improve and streamline the Financial Management system.
- Provide inkless fingerprinting capability and central storage for fingerprints.
- Improve timekeeping and payroll systems.
- Install multi-media training equipment where cost-effective.
- Manage property and evidence with computerized bar-coding.
- Install an access control/security system in the Police Administration Building and any new buildings.
- Automate animal control functions.

- List Police Activities League (PAL) activities and events on a public bulletin board.

What is critical is that the Department and the city move ahead to implement these priorities. To upgrade the focus within the Police Department, PERF recommends that a Police Information Systems Coordinator position be established, at a high level in the department. This "technology czar" should then work to ensure that police automation needs are met whether by using departmental resources, city resources, or outside resources.

Technology enhancement will require substantial resource commitments. Making such commitments as soon as possible and moving ahead with the developmental efforts could well result in improvements in organizational functions more quickly than those recommended to be brought about by enhanced personnel resources.

Utilization of Sworn Personnel

Within the sections of this report that address the operations of the department's organizational components, there are recommendations that support the increase or decrease of sworn and civilian staffing levels. In some instances, surplus personnel are realized when it is recommended that entire functions are eliminated from the police department. In other instances, existing staff shortages are identified and recommendations call for the creation/allocation of new positions.

Although much has been reported to have already occurred, there are yet more opportunities for civilianization of positions currently held by sworn officers and supervisors. The following list is a summary of the recommendations for elimination, enhancement and civilianization of positions, made throughout the report.

Criminal Investigations Division

- * The current rate of civilian clerical staff to investigators in the Criminal Investigations Section is approximately 1 to 11. In police department's where sworn investigators rely on competent clerical personnel for the transcription of complex criminal cases, clerical the support ratio is more appropriately in the 1 to 6 or 1 to 8 range. This is not to suggest that investigators should not complete short supplemental reports or non-prosecuted case closures themselves. Rather, this support should exist for in-depth cases or those to be presented for prosecution.

In consideration of the fact that supervisors estimate investigators are spending 8 - 10 hours per week on clerical tasks related to case reports:

(approx. 109 investigators X 8 hours/week = 872 investigative clerical hours), therefore

(872 / 40 hours per week = a need for 21.8 total clerical personnel)

There are currently 10 such positions in CID. Using this method, 12 should be added. Using the more conservative 1 to 8 ratio, (109 / 8 = 13.6 or 14 total positions (4 more than currently in place) should exist.

It is recommended that 6 additional clerical employees be allocated to the Criminal Investigations Division, initially. The decision to effect more civilian enhancements, if determined to be needed should be postponed until the effect of other recommended productivity measures such as: case management, workload data capture, etc. are realized. At that time, the department should consider the creation of a civilian investigative aide position. These persons could be used to perform investigative tasks (phone calls, records checks, background inquiries and research, and other in-office duties) that require some investigative skill or background, but do not require sworn status.

- * Sworn enhancements in CID (including Vice/Narcotics) should be limited to the filling of current allocated vacancies. However, vacant non-supervisory sergeant (investigator's) positions should be held or filled only TDY, until the issue of "sergeants as investigators" is resolved.
- * If the responsibility for investigation of Arson/Bomb incidents is shifted to the fire service, 2 sergeants will become available to fill current CID vacancies.
- * With the creation of 2 civilian, armed "transport aides," the warrant section can be reduced by 2 officers.
- * If the responsibility for the warrant "front desk" assignment is shifted to the jail (without additional jail staff), 1 officer in the warrant unit is then available to perform residual duties left by civilainization of the pick-up team.

Bureau of Services

- * Create 1 position of Police Information Systems Coordinator.
-

Communications Division

- * 4 civilian supervisory positions should be created to free the existing 4 sergeants for sworn duties.

Youth and Community Services Division

- * 1 additional police officer position should be allocated to the Missing Persons Detail.
- * 1 additional police officer position should be allocated to the Child Abuse Detail.
- * In addition to the filling of existing civilian vacancies, an additional 2 civilian clerical positions should be allocated for case transcription and other investigative related duties.
- * 1 civilian position should be allocated for the primary responsibility for answering the Crime Stoppers phone line. This person could also have other duties as time permits.

Criminalistics Section

- * In addition to filling the vacant DNA analyst position, 1 civilian clerical position should be allocated to the criminalistics section to purge and maintain files.

Personnel and Training Division

- * 1 assistant range master should be allocated. This can be either a sworn or civilian position. It would be most cost efficient to hire a civilian, but expertise is important.

Planning and Fiscal Division

- * 2 additional civilian planners should be allocated to the division.

Record Section

- * 6 additional data entry operators and 1 supervisor should be added.

Crime Analysis Section

- * 5 civilian position (1 supervisory) should be allocated to the replace the 4 police officers and 1 sergeant in the crime analysis section.

Crime Prevention Division

- * 1 civilian stable manager's position should be allocated for the mounted unit. This will permit mounted officers to concentrate on police duties rather than stable management.

Special Operations Division

- * The duties currently performed by the Fleet and Taxi Detail should be performed outside the police department. This provides 2 police officers and one civilian clerical employee for other duty.
- * 3 additional sergeant positions should be allocated; 2 in support services and 1 in traffic operations.
- * 1 civilian clerical employee should be allocated to the Commercial Vehicle Detail to staff telephones and the permit window.
- * 3 additional police officers should be allocated to the Airport Security Detail.
- * The Technician Detail should be transferred to the Criminal Investigations Division. 7 additional civilian evidence technician positions should be allocated, thereby allowing the remaining 7 police officers in the detail to be used in positions requiring sworn personnel.

Patrol Division

- * With the creation of 18 civilian transport aides, 18 wagon officers can be returned to patrol duties.

If these personnel recommendations are implemented, it would necessitate the hiring of 58 civilian employees, as follows:

	10 clerical
	7 data entry personnel
	20 transport aides
	4 communications supervisors
	1 range master
	2 planners
	5 crime analysts
	1 stable manager
	7 evidence technicians
	<u>1</u> information systems coordinator
Total	58 civilian position enhancements

The creation/allocation of these 58 positions permits a total of 7 sergeants and 33 police officers to be freed from current positions. In order to meet the sworn enhancement recommendations herein, 3 of these sergeants and 5 of these police officers will be reutilized in other positions, as noted. However, 4 sergeants and 28 police officers will be available for redeployment to patrol duties.

Patrol Division

Accepted standards for patrol allocate 35 percent of an officer's available time to answering calls for service (National Institute of Justice, Department of Justice). This allows time for calls as well as the other duties of the position.

Generally, the remaining 65 percent of a patrol officer's time is consumed by activities that include, but are not limited to court commitments, follow-up on events reported earlier, some report writing, the care and maintenance of issued equipment and vehicles, and proactive, or self-initiated activities. It is not unusual for administrative tasks to consume half of a patrol officer's remaining time. Therefore, the actual uncommitted time an officer may have to contribute to proactive and community policing activities may amount to 30 percent or less.

In Oakland, patrol officers are busy dealing with a large volume of calls for service. The table below illustrates from a sample of Oakland dispatch data the calls for service work that needs to be performed and the ideal staffing level to perform it.

	Midnight Shift 11 p.m.-7 a.m.	Day Shift 7 a.m.-3 p.m.	Evening Shift 3 p.m.-11 p.m.
Priority A Calls per Hour per shift	2	1	2
Priority B Calls per Hour per shift	16	23	33
Priority C Calls per Hour per shift	1	9	6
Total Dispatched Calls per Hour per Shift	19	33	41
Average Minutes Consumed per Hour per Shift*	763	1279	1645
Average Personnel Hours Consumed per Hour per Shift**	13	21	27
Average Personnel Needed per Shift, 35 % rate	36	61	78
Total Personnel Needed Per Shift, 1.83 staffing rate	67	111	143

* Average minutes consumed was calculated by using an average of 35 minutes time for the primary unit for each call. For each cover unit, an average of 10 minutes was used. Observations showed that on Priority A, an average of 3 units responded, Priority B, an average of 2 units, and Priority C, an average as per policy of 1 unit. For some calls the time spent by officers will be greater than these averages, for others, the time will be less.

** The average personnel hours consumed was calculated by dividing the average minutes consumed by 60.

Based on the goal of having no more than 35% of an officers time consumed by call for service, there should be 36 officers usually at work on the midnight shift, 61 on the day shift, and 78 on the evening shift. But, this is the actual number of officers that should be working. In order to account for the number of scheduled days off, vacations, sick leave, and other absences a factor of 1.83 is used for each shift. That is, for every one shift position to be staffed, 1.83 employees need to be assigned. This then results in the following recommended per platoon: midnight 67 officers, day 111 officers, evening 143 officers for a total of 321 officers for patrol response.

The July Personnel Distribution Report showed 297 positions authorized for the three patrol platoons and 272 positions filled. It is PERF's recommendation that patrol staffing be brought to 321. This can be accomplished by filling all but 4 vacant positions, and adding the 28 officers freed from the above recommended increased use of civilians. This level of staffing is designed to adequately police the current 35 beat structure. If the number of beats increases, patrol staffing will have be increased accordingly. In order to staff one 24 hour a day, 7 day a week position, some 5-6 people must be hired to account for days off, vacations, sick leave, etc. Adequate supervisors and support would also need to be added.

OVERTIME

The study team also reviewed the Department's use and allocation of overtime. A document that was useful for the PERF team is the report prepared by Deloitte & Touche "City Of Oakland: Analysis of Police Department Overtime, January 1995." This report identifies three major sources of overtime and proposes methods to look for reductions. Backfill (when an employee is hired at time and one-half to work the shift of the regularly scheduled employee who is off for some reason) and callback (when an employee on standby is called back to duty and paid at time and on-half) are discussed together. Deloitte & Touche recommends the City reexamine these expenditures and consider hiring additional officers to cover these vacancies.

PERF recommends that the Police Department first examine it's current scheduling practices to determine the extent to which changing work hours can reduce backfill and callback. Each unit commander should justify the need for each use of backfill and explain why it was necessary to maintain a certain level of staffing. By allowing a position to be backfilled, the Department is saying "having someone fill this job at this time is so critical that we can not be without it." In many instances this is correct, other times work may be deferred.

In addition, the Department should proceed to do further analysis of callbacks. Much of this expenditure is in the investigation section. Elsewhere in this report we recommend

that the work schedules of investigators be expanded. Coverage should be expanded to include the bulk of evening shift and to include some weekend coverage. A small number of detectives (2-4) should be assigned to these shifts. They can still work their own cases but they should be required to respond to any case for on-scene coordination before a decision is made to call in a specialty investigator (that is, if no detective from the needed specialty unit is working). Certainly, homicide and some sensitive investigations may still require an immediate call back of someone off duty.

Extension of shift overtime results when an employee works past shift end to complete an assignment and is paid at time and one-half. The Deloitte & Touche report recommends the City look for technological enhancements to help officers to finish paperwork and other such administrative tasks that contribute to extension of shift overtime.

Although PERF supports this move, we also recommend the Department create categories in its overtime reports which will ask the employee to describe what activity resulted in the extension of shift. Without more systematic data, the best solution to ensure adequate oversight of this expenditure will be only a surmise.

In general, the Department has excellent overtime tracking systems. A variety of reports are available to management that show overtime expenditures by type, by unit, and by individual. By giving the Planning Unit one day's notice a special code can be created which will allow the overtime costs of a special project to be tracked. Few departments have such comprehensive systems.

Still, some policy issues remain. For example, team members observed an anti-prostitution operation which involved a total of ten officers. All of them were on overtime. The cost-benefit of such operations and the question of scheduling operations like these on regular time should be carefully weighed.

The remainder of this report is then a detailed description of the study's findings and recommendations.

CHAPTER 2
COMMUNITY POLICING

CHAPTER 2 COMMUNITY POLICING

Introduction

Several years ago, the Oakland Police Department began its community policing effort. As a result, community policing is being adopted as a major emphasis of the police department. Several officials in the department, aware that community policing involves a complete transformation of police practices and traditional police organization, acknowledged that it may take from five to ten years for full implementation of the concept. While change will occur incrementally, the first steps have been taken, offering an opportunity for assessment and for charting of the next steps.

This section of the report addresses issues related to implementing Oakland's approach to community policing. Other sections examine unit functions and management practices in the Police Department. Community policing issues include identifying the strengths and weaknesses of the Oakland Police Department's current effort and, more importantly, recommendations for full implementation as community policing continues to evolve in Oakland. These issues were identified through an examination of police practices and procedures and interviews with patrol officers, community policing officers, other officers and employees, supervisors, command staff, city administration, elected officials, and citizens.

Throughout the nation police departments and communities have been testing the principles of community policing. Over the last decade, hundreds of police departments have initiated various types of community policing efforts. The Police Executive Research Forum has significant experience in examining these attempts, sometimes as part of research projects, but often as a technical assistance provider.

Community policing is best understood through its component parts: **community engagement and problem solving**. These two approaches should exist in concert in a department that practices community policing and should be viewed as tightly linked. If community engagement exists primarily for the sake of improving the police relationship to the community it is little more than a retooled form of community relations. A problem-oriented approach that does not focus on the crime and disorder problems that communities care about misdirects scarce police resources and undermines police accountability to the public.

In Oakland, for community policing to realize its potential, the function of the police must continue to change from a focus almost exclusively on crime fighting and responding to calls for service to also addressing community problems which often contribute to crime

and violence. This requires that the department continue to change its interaction with the public by engaging officers with the community in a problem solving partnership. Efforts to use an analytical approach, not usually applied by the police, to tackle crime, drugs, disorder, violence, and fear must increase.

Oakland's policing strategy should emphasize solutions based on thoughtful, in-depth analysis of unique neighborhood problems -- moving away from the application of generic models or "off the shelf" solutions because within Oakland, as many pointed out to the study team, crime and disorder problems vary significantly from neighborhood to neighborhood. Officers and the community must become engaged in a search for solutions -- if what has been done in the past is not effective, then alternative solutions must be sought.

As the Department implements solutions to neighborhood problems, these efforts must be evaluated for effectiveness. Without this critical assessment of how neighborhood problems were addressed, there is a rapid return to traditional policing methods. The assessment will help to motivate and teach officers while providing them with a way to see the results of their efforts.

The Department must avoid viewing community policing, as other departments have, as little more than a set of activities such as attending neighborhood meetings, creating neighborhood substations, patrolling by foot and bicycle foot patrols, and asking people about their problems. The potential of community policing lies in using it as a strategy to join the public and the police to prevent and control crime.

PERF has worked with more than 100 police agencies on various aspects of implementing community and problem-oriented policing. Although there are many variations of community policing activity in response to local needs, it is becoming clear that successful community policing requires attention to certain key principles.

Key Principles of Community Policing

- In community policing, policing is based upon a set of values reflecting beliefs, clearly articulated to the community and throughout the department. A commitment to these values then forms the basis of making decisions and as a guide in exercising discretion.
- Community policing requires a commitment to "problem solving" rather than simply responding to each incident as it is reported to the police. It is based on experiences across the country that if adequate knowledge is developed about why a small area has become so attractive to criminality, and the appropriate resources are applied to change those conditions, criminal

elements will decrease their activities there. Police agencies take action that will solve problems that are on-going over time.

- Community policing includes a move away from dependence on 911 as the primary means for generating police work demands. Police agencies work to manage their 911 work demands and move away from creating community expectations that the police can respond to every service request immediately.
- In community policing there is a focus on the city's neighborhoods as the basic level of police service delivery. There is a recognition that citizens fear of crime must be addressed and that the police must help neighborhoods restore a sense of community order, since ample experience has demonstrated that serious crime is closely linked to neighborhood fear and disorder. A focus on neighborhoods entails decentralization to the neighborhood level and a move away from specialization toward generalized police service delivery at the neighborhood level.
- Community policing should result in involvement of neighborhood residents in developing problem-solving strategies. The police share responsibility with residents for problems nominated for action and for undertaking problem-solving activities and the police and neighborhood share responsibility for the outcomes of actions undertaken. There is a recognition that the control and prevention of crime, violence, and disorder can be accomplished only through a partnership between the police and the community.
- In community policing there is increased accountability of the police to neighborhood residents and of police officers to each other. The police agency recognizes the role neighborhood residents play in authorizing police activities, in addition to the role of the law and government.
- Community policing also entails empowerment of police officers at the lowest level of the organization to problem solve and a recognition that the quasi-military model often works against successful empowerment of line officers. Community policing results in the development of new roles for police sergeants and lieutenants.

While a police agency can implement some facets of a community policing strategy for selected units and activities it undertakes, maximum impact cannot be achieved unless the entire department adopts the strategy and the department is organized in a manner that reflects the commitment to community engagement and neighborhood problem solving. *Community policing is not an end, its value lies in developing means through which the*

community, the police, and all elements of government work together to improve their ability to control and prevent disorder, violence, and crime.

In order for the police to develop more information about the crimes that are committed to improve clearances, in order for the police to understand and deal with community fear of crime, in order for the police to assist neighborhoods with restoration of domestic tranquility, and in order to develop the understanding of neighborhood crime and disorder problems, the police must develop increased knowledge and familiarity with the people and conditions in the areas that they police. Knowledge of local people and local conditions helps to not only increases cooperation with law abiding neighborhood residents but it also "deprives the criminals of their anonymity".

Effective community policing requires police chiefs to change their organizations internally -- how they recruit, train, deploy, supervise, evaluate, transfer and promote. Community policing requires police to change the way they interact with the criminal justice system, for if they simply continue to overload the justice system, jail time becomes less likely. Under the traditional policing model, arrest was seen as an end not a means. This changes in community policing. Under community policing, officers search for effective solutions. If arrest is not effective, other solutions are tried. Complex problems like dens of drug dealing, gang activity, and thefts from autos rarely are stemmed by simple solutions.

Community policing requires police agencies to change the internal working environment of police departments -- the way first line supervisors and managers engage with officers. And, it requires police agencies to look to new training and technology to better understand neighborhood crime and disorder problems.

In community policing, before discussions about additional personnel can be held, it is imperative that agencies identify what they are doing with existing resources. Twenty years of studies into policing practices by the nation's leading police researchers have shown that applying new resources to police agencies engaged in traditional policing simply produces more traditional policing.

In the Oakland Police Department community policing is at a crossroads. Citizen expectations for quality police services are high. Community policing has become a City government priority. Although the Department's long-term commitment to community policing is not in question, how it will be implemented department wide to affect neighborhoods throughout the city is still evolving.

Community Policing and the Oakland Police Department

Although the roots of community policing existed for some time in Oakland, 1993 marks the most conscious attempt to formally implement a community policing approach. At the urging of the City Council, the police department created from existing resources (by decreasing a street level narcotic unit) a group of community policing officers. These officers were assigned to work in specific beats. They were put on the day shift and were given flexible schedules (which required them to sign a waiver from the work schedule provisions of the Memorandum of Understanding). They were to engage in community meetings, problem solving, and responding to citizen needs.

This group of officers was equipped with pagers and cellular phones to enable direct contact between officers and citizens. They were provided with new, fully equipped, patrol cars and were given wide discretion to use law enforcement tactics targeting a particular area while building close relationships with the people in their beat. Activity included responding to community complaints, following up information from the drug hot line, and attending community meetings.

These "dedicated beat officers" were volunteers supervised by a sergeant and commanded by a captain. The first group of assigned beats were primarily in East Oakland. The community liked these beat officers and the project was expanded to the north and west part of the city.

Within the department, this new project was not especially well received. Some questioned beginning a new activity with no new personnel. Others questioned the motivations of the volunteers since primarily worked. Others questioned the value of this non-traditional approach to policing. Others questioned departmental priorities since these original community policing officers got newer cars at the expense of the patrol force.

Other perceptions included the feeling that the program was imposed through City Hall, that the project created unnecessary street level personnel shortages, that there was not enough supervision and that planning and training were inadequate. These perceptions, whether based on reality or not, resulted in a general lack of buy in from not only line employees but also from management.

As the Department was faced with a growing cruising and disorder problem Friday and Saturday nights in East Oakland, called the "sideshow", the community policing officers' flexible schedule seemed fortuitous. By assigning the community policing officers to work the "sideshow" on Friday and Saturday nights, the department could have the show of force they needed to curb that event. With the remaining part of their time, the dedicated beat officers could still work on their community policing problems. This approach seemed to

better meet traditional policing needs and soon resulted in more permanent assignments of community policing officers deployed as tactical officers. The community policing project began to wither as basic logistic and operation questions were never fully addressed.

With the hiring of a new chief, Joseph Samuels, Jr., and with continued interest and attention from the Oakland City Council, (which adopted community-oriented policing as the operating philosophy of the department through a January 1994 resolution) the Department is now working to reinvigorate and expand its community policing program. This time, new positions have been added to the department through the Federal Government's community policing hiring supplement.

As community policing evolves in Oakland, it is becoming clear that the city wants to move the police beyond crime fighting to include efforts targeted at physical and social decay, disorder, and the fear of crime. The City's Community Policing Task Force, appointed by the City Council, has been working on implementing community policing as the department is moving to install community policing as its central philosophy of operation. The Task Force has developed a Five Year Plan (1995-2000) for community policing. According to this plan, during 1995 the following are to be implemented.

- Continue Volunteers in Policing (VIP program)
- Streamline the basic Crime Report
- Assign 25 dedicated beat officers to Crime Prevention Division
- Distribute Department-wide Training Bulletin
- Develop new roles and responsibilities for all positions
- Continue "Community Watch" on KTOP
- Participate in "Crime Stoppers" on KGO-TV
- Encourage City board and commission members to participate in Citizen Police Academy
- Issue annual report of complaints made against officers
- Involve members of the City's management team in the implementation
- Maintain the Community Policing Task Force and develop implementation and evaluation teams
- Continually increase the number of bilingual officers and Neighborhood Service Coordinators
- Conduct ongoing community awareness presentations on use and misuse of the 9-1-1 system
- Implement "Community Talk" on commercial radio
- Include citizens on candidate interview panels
- Strengthen campaign to "Hire Oakland" residents
- Require patrol officers to spend three hours per week on foot patrol
- Start "Chats with the Chiefs" community forum

- Computerize a beat-oriented master file of community policing projects
- Use electronic billboards and voice mail to distribute localized crime/crime prevention information
- Identify low priority calls and respond to them in alternative ways
- Create and publish Patrol Plan

In subsequent years, the plan calls for the following:

1996

- Establish a Community Service Award Program
- Revise performance evaluation instrument and process
- Conduct "Telephone Customer Service" seminars
- Implement new reward systems
- Repeat Chevron/Pac Bell seminars
- Utilize Citizen Crime Prevention Councils for neighborhood communications
- Implement a menu-driven voice mail system to assess customer satisfaction with police services
- Establish a mediation program to resolve citizen complaints
- Present OPD Annual Report on KTOP and E-Mail
- Deploy 2 mobile area command vans
- Implement the Business Technology Plan
- Train all police staff in community-oriented policing (include community leaders and youth in providing the training)

1997

- Decentralize field and investigations structure
- Increase education requirement for entry level police officer positions
- Establish additional Neighborhood Resource Centers (2 per police district)
- Develop applications to take full advantage of the City's Geographic Information System
- Reconfigure 35 police beat boundaries and establish 55 "Community Policing Zones"
- Recruit, train and deploy 55 dedicated zone officers
- Recruit, train and deploy 1 Neighborhood Services Coordinator per Community Policing Zone
- Establish a Citizen Crime Prevention Council in each community policing zone

At the time of this report, Oakland's community policing effort is primarily confined to a specialized approach commanded by a Captain. A group of 25 dedicated beat officers

are assigned as part of the Crime Prevention Division. This division also includes foot patrol, a special operations group, the mounted unit, the Beat Health Unit, and the Neighborhood Services Coordinators.

To expand from this specialization focus, the department is implementing a system that will provide each Oakland police district with a multi-disciplinary team to address district problems. Member of these district teams are scheduled to include dedicated beat officers, officers from the Oakland housing and school police departments, Community Services Section personnel, rangers, motor officers, elements of special operational units and patrol officers. Community residents will then be able, according to the plan, to gain access to any of a series of people to help solve problems that are identified.

Another hoped for advantage of this team approach is to foster greater identity between officers, the beat, and district in which they work. By developing action committed to geographic areas, the department feels that buy in will occur as officers, city employees and citizens work to identify area specific problems and work together to solve them.

The Oakland Police Department is clearly moving in the right direction to make community policing an organizational reality. There is a reservoir of support within the City. But some concerns about community policing and the department persist. These must be addressed for the department to be successful.

Current Concerns about Community Policing

The effort to expand community policing from a small, special unit program to a city-wide, entire department strategy will require a major transformation in the way the Oakland Police Department does business. The Chief of Police and city management recognize that if it is to be a department philosophy it cannot be practiced by only a portion of the organization. Consequently, the perceptions of those throughout the agency about community policing gain importance. Observations made during ride-alongs and information collected during interviews with officers helped to assess the current community policing effort.

Generally, the community policing effort is not yet well established in the Department. The experience with the 1993 false start has generated a negative perception among many. In addition much of the department is resistant to community policing because they feel patrol is being stripped of resources that it critically needs to maintain an adequate call response capability. The perception persists that call response is the focus of the organization. The sentiment that community policing had done little more than drain patrol of both personnel and resources was expressed in different ways by many Oakland officers.

Most patrol officers seldom talk to members of the community other than when responding to a call or upon observing something that prompted their attention. Non committed patrol time, which is limited on many shifts because of the call work load, is spent by officers randomly driving in their areas. In Oakland, community policing remains a specialty function.

Another critical attitude expressed by patrol officers, especially the younger officers, relates to their perception of the danger in policing Oakland. Many officers approach their work as akin to a "battle zone." The workload, the prolific drug trafficking, and the killing of five police officers in Oakland in less than two years contributes toward an understandable wariness and distancing by many officers. When officers view the community as hostile and threatening, and tragic events seemingly reinforce this opinion, promoting positive interaction becomes difficult.

The isolation of officers from the community is reinforced by the department's assignment practice which allows shift assignment to be made virtually entirely by seniority. Young officers end up clustered on the same shift and get little of the benefit of the experiences and skills of more veteran officers. Young, aggressive officers reinforce each others attitudes and behaviors, sometimes in a positive sense, but just as frequently negatively.

These are among a series of obstacles that Oakland must overcome for a department wide community policing effort to be successful. Other barriers to implementation of community policing were cited by officers in the Oakland Police Department (which are similar to those expressed in comparable agencies).

- There is a perception that there is no time to do anything other than current police activities; patrol officers and managers especially perceive that they are overwhelmed by calls for service, going from one call to the next with no time to do anything else.
- There is a feeling of isolation and the feeling that officers will not be backed up by the department, by city government, or by the community.
- There is a perception that the departmental rewards system is not structured to support community policing and problem solving.
- Officers perceive that there is not full collaboration between police and other city agencies.

The Oakland Police Department has begun to work on the areas listed above to ensure that barriers to implementation are minimized. But, the organizational culture of a police

department does not change quickly. Efforts to move in new directions must be constant and consistent. Oakland must overcome both the 1993 false start perception and the perceptions and isolation of their officers.

Citizen Expectations

In order to better understand and assess the critical crime and policing issues in Oakland, PERF invited a number of city residents to participate in a series of focus group discussions. These group meetings were held at various locations throughout the city and participants included representatives from community organizations and neighborhood associations as well as other concerned city residents.

Perhaps the most important finding to come from these meetings is the high level of community resources currently available in the city. First, many participants expressed a significant commitment toward their neighborhood and the City of Oakland. As one participant stated, "Oakland has been my home for 40 years and I'm not going anywhere". Another concurred saying, "If [the drug dealers] know you're scared, you're gone, and I'm not scared and I'm not going anywhere."

Second, most participants were eager to work in partnership with the police and other city departments in order to develop and implement comprehensive plans for addressing their communities' concerns. To this end, all participants supported the police and the incorporation of community policing as the guiding philosophy of the police department, provided that community policing was properly defined. Most participants believed community policing involved more than just reconfiguring the beats and putting officers on foot and that it would only work if the city was willing to revolutionize the value system of the police department and other city service delivery agencies.

Third, Oakland's rich ethnic, racial and geographic diversity presents a challenging policy-making and policing environment. While Oakland does have ethnically defined neighborhoods, the city also has one of the lowest levels of racial and ethnic residential segregation in the country, and thus is uniquely poised for fostering meaningful cooperation and communication between the various groups of people who call the city "home." As the city moves toward fully incorporating community policing, it is essential that the police and other city departments build on these resources in order to develop the types of sustainable communities necessary to support community policing efforts.

Despite the participants' underlying support for and commitment to Oakland, most participants said that their neighborhoods were plagued with crime and other disruptive activities. While some neighborhoods battled drug dealing, prostitution, gang violence, random gun shots, and exhibition driving, others contended with auto thefts and burglaries,

and muggings. Even those participants who felt that crime in their neighborhood was relatively low, expressed concerns about the possible movement of criminal activity into their areas. Surprisingly, when asked about the crime and policing issues in their neighborhoods, many participants raised concerns which were not inherently criminal or specific to the police department. It appears that for some residents, the police have become the "catch-all" public service department for a variety of reasons.

Most participants have been trying to work with the police and other city departments to address neighborhood problems, however they have found this process frustrating if not unproductive. The difficulty of eliciting a meaningful response from the city led some participants to question the efficacy of public services. This is particularly the case, when they are regularly solicited by private security firms armed with data which "demonstrates" the inefficiency and ineffectiveness of city police services. As a result, some citizens question why they should pay as much for city services after they have elected to use and pay for privately offered services.

The proliferation of "walled" communities, incorporated enclaves, and private security patrols in many California cities is a trend which will likely have serious, long-term, social and political ramifications. The city may be effective in forestalling movement in this direction by bolstering community support through the provision of accessible and responsive public safety services. Further, it has become clear that the reality and the perception of crime and victimization in Oakland severely impedes efforts to enhance the quality of life for all Oakland residents. If the city is to move forward in fostering economic development, ethnic and racial cooperation and fellowship, and mutual civic responsibility, it is imperative that the provision of city services are perceived as equitable, adequate, accessible and responsive.

Focus Group Input

The following information was gathered through several focus group discussions with residents throughout the city. PERF asked each city council district office to provide a list of community organizations and activists who would be willing to participate in a small group discussion.

Each focus group discussion centered around several open ended questions designed to elicit their opinion and attitudes about crime, the city's response to crime, and policing in their neighborhoods. In addition, a written survey was administered. Further, in order to triangulate and supplement this data, additional interviews were held with other critical community organizations and activists, and with a number of Oakland youth. The key issues discussed throughout these meetings and interviews will be addressed under the following five categories:

- Accessibility and Responsiveness;
- Greater Officer Visibility;
- Traffic Enforcement;
- Cultural Sensitivity; and,
- Accountability.

Most importantly, all of these areas are interrelated and interdependent, therefore while discussed separately, providing responsive police services would require that all of these concerns be addressed.

Accessibility and Responsiveness

Issues of overall governmental accessibility and responsiveness were raised in a majority of the focus group discussions. Many of the focus group participants were neighborhood association representatives who frequently interacted with various city departments regarding the concerns and issues in their neighborhood. A number of participants who had attempted to work with the city's bureaucracies expressed frustration, disappointment and sometime anger at the lack of response to their requests.

Some participants admitted to calling the police when all else failed because at least, most of the time, you would get a city representative - in person - who would hear your concern. Others said they weren't sure who to call on many issues and so they contacted the police. As the police department is the only city service which responds 24 hours a day, seven days a week, some residents use the police as their primary connection to city services. Further, even when residents do contact the appropriate department, the difficulty of eliciting a response compels some of them to escalate the problem and call the police. One focus group discussion quickly evolved into a networking conference as participants shared tips and pointers on who to call for what problems.

Those participants with the time, tenacity, and "inside" knowledge, indicate they are often able to elicit a response by city departments, but only after numerous requests, usually by several residents in the neighborhood. Several participants agreed that prompt service from city departments is often dependant on the number of complaint calls made by citizens. Overwhelmingly, participants expressed frustration and dissatisfaction with the reported condition that a single complaint by a taxpaying citizen may not be adequate to generate the appropriate response by city service providers.

Some believe the time and energy involved in working with the city on a problem, makes it difficult for many people in the community to take a more active role. One participant reported an attempt to help a city department by maintaining a log of problems in the neighborhood, but found the task much too time consuming. This is a crucial point.

The respondents for the initial series of focus groups were almost exclusively long-term, Oakland homeowners. Considering that approximately 60% of the city's residents are renters, if this pattern of participation is consistent, it suggests an almost categorical exclusion of renters, who are the majority of Oakland residents.

Similar sentiments regarding non-responsiveness were also expressed about the police department. Several participants commented on the lack of follow through on the part of individual police officers and the police department. Some participants voiced concern about the accuracy of crime records/statistics for their community. It was suggested that some crimes, known to have been reported to the police, were later not reflected in crime data for their area. Another complaint is that citizens do not always get feedback on crimes reported by them.

It was noted by some participants that the police may be exacerbating this situation by making promises they cannot keep. That is, in an effort to calm and reassure citizens, officers handling calls often tell them to call the police again if a problem reoccurs. Later, when this "encouraged" call to the police is not acted upon quickly, the citizen feels let down.

Others felt that, not only the police - but other city officials as well, do not always address the issues or questions posed to them. It was suggested that when a problem is complex or no easy fix is available, some city service providers skirt the main issue and offer to provide band-aid solutions that appease complainants for a while. Lastly, a few participants complained that some police dispatchers have, in the past, been rude and did not treat calls seriously. It was pointed out that the failure of dispatchers to recognize which calls for service are critical to a community, may be a training rather than disciplinary problem.

The crux of many of the issues raised seems to be a lack of adequate avenues of communication and interaction between city departments, within city departments, and with the community. For example, there are several city programs administered through different departments which have a community organizing element. However, it doesn't appear that these departments communicate across departmental lines, share information, or coordinate their efforts. Several participants expressed frustration at the apparent lack of coordination between city departments which they believe is necessary for developing comprehensive solutions to the causes for neighborhood concerns.

This perceived breakdown in communications is felt to extend to the police department as well. A majority of participants agreed that addressing the concerns of their neighborhood would require significant effort on the part of the city as well as the community. Many recognized that the police are only part of the solution for dealing with

crime. However, many participants believe the police see themselves as an unrelated entity, separate from other departments responsible for city services, and thereby reluctant to help develop interdepartmental ties. Some participants feel the police have yet to recognize that coordinating their efforts with other city agencies is an important component of community problem solving. It was noted by some participants that the failure to communicate was even a problem among beat officers. In some instances, citizens were thought to know more about recent police activity in their community than officers responding to current calls.

Significantly, most participants are displeased with the lack of consistent interaction between the community and the police. While many participants said they have had positive interactions with police officers, this interaction was random and arbitrary for a number of reasons. The interaction is often incident driven. Therefore, after an officer clears an incident, the interaction is terminated. Also, those participants who reported good interaction with dedicated beat officers, complain that officers are too frequently reassigned, making it difficult to develop good working relationships. Finally, some participants believe the police want to limit the amount of interaction they have with the community.

There appear to be several dynamics at work which inhibit the relationship between citizens and city services:

1. Other city departments may not be as immediately accessible or responsive as the police. This results in more calls for service to the police department. This may be due to:
 - A lack of public knowledge about who to call for specific problems.
 - Unrealistic public expectations about response time from city agencies.
 - A lack of urgency on the part of city agencies/employees in responding to citizen requests.
 - A lack of resources in other city agencies for responding to citizen requests.
2. There are limited structural incentives for either formal or informal cooperation across departmental boundaries. Subsequently there is little comprehensive planning for addressing neighborhood concerns.
3. The police department may see their function as autonomous and separate from other city departments as well as from the community.

To address these concerns, a serious commitment to encouraging the development of a network of communication between city agencies through structural incentives and obligations is required. Further, facilitating community access to city services requires the provision of adequate resources for performing job functions, instilling in all city employees their obligation to serve the public, and the development of an ongoing process of educating the public about the availability and function of city services. The city should consider expanding and utilizing the neighborhood service coordinator position as a liaison between the community, the police department and, to some extent, other city services.

Officer Visibility

The question of officer visibility was raised in several focus group discussions. In some neighborhoods, participants commented that they rarely saw officers in their neighborhood. When they did see them, it was only on the major arterials, not on the neighborhood residential streets. These participants believe that the lack of police officer presence adversely affects police service delivery. This results in little to no personal contact with police officers, other than when they respond to take incident reports. Diminished personal contact further hinders efforts to develop a working relationship between the police and the community.

To some, the lack of random, yet consistent police presence makes neighborhoods appear more vulnerable to criminal activity, accentuating the neighborhood's fear of victimization. Other participants voiced quite the opposite concern. To them, a strong police presence is seen as intimidating and that it gives a neighborhood a "bad feel," resembling military occupation.

When officers do not regularly venture off the major arterials, they are less likely to be familiar with the street layout of community back streets. This statement is seen by some as one cause for unrealistically long response times when residents call for service in remote locations. In other neighborhoods, participants claim to see the police regularly but still have limited interaction with them.

The nature of vehicular police patrol is felt to be at fault for these perceptions about patrol and this overall failure to communicate. Typically, officers who patrol in automobiles are responsible for a significant geographic area. Realistically, the greatest opportunity for self-initiated police activity exists on the busier arterial roadways. They also serve to connect the various smaller communities patrolled by officers. Therefore it is likely that officers are most often observed in these locations. Though it is recognized that officers may be seen more often on arterial roadways, neighborhood patrol is less noticed during the workday and at night when many residents are not observing residential streets.

The greatest concern about police patrol and officer visibility came from residents of neighborhoods plagued by open air drug markets. Residents claim to see police cars routinely driving past known drug dealers without stopping to check them out. The residents are uncertain whether the officers just do not know who the dealers are or if they simply do not want to bother with them. Either way, these individual officers and the police department are perceived poorly.

The sole reliance on auto patrols in these neighborhoods seriously undermines both the legitimacy and the effectiveness of the police, as residents see limited results and rarely receive feedback from officers on their activities. The lack of sustained, constructive interaction between the police and the community has led some residents to believe the police are either ineffectual or even corrupt.

Clearly, most participants felt that citizens throughout the city want more constructive and positive police visibility in their neighborhoods. Participants in all focus groups emphasized the need for police to get out of the cars and meet the community.

Participants were very receptive to the idea of foot patrol and especially bicycle patrol. Several participants recognized the flexibility associated with bicycle patrol. In addition to the maneuverability of bicycles, residents perceive the officers to be more accessible and more like "regular people."

Traffic Regulation

Many participants commented on the need for better traffic regulation and enforcement in their neighborhood. Some reported problems with exhibition driving, e.g. "making donuts" and "skid-outs." Others believe that better traffic regulation would help deter other undesirable activity. Several participants connected traffic enforcement with perceptions of community safety and vulnerability. Several views surfaced in this regard. One resident pointed out that since her neighborhood was targeted for traffic violations, other problems abated as well. Now parents are comfortable letting children play in the neighborhood. Another noted that since the city had erected barricade on his street, the neighborhood's drug problems had improved greatly. Several other participants felt that unregulated traffic and related violations, like very high volume music coming from cars late at night, makes a neighborhood seem inhospitable and intimidating.

In all, many participants believed that the use of traffic regulation devices like street bumps and enforcement of traffic and noise abatement laws would significantly enhance the quality of life in residential neighborhoods.

Cultural Sensitivity

Oakland's diverse citizenry is perhaps one of it's greatest strengths. There are distinct ethnic enclaves within the city as well as neighborhoods which have the highest levels of residential integration in the nation. This dynamic multi-cultural and multi-ethnic environment has inspired some neighborhoods to form ties across ethnic and racial boundaries. However, in other neighborhoods this has also been the source of increasing tension.

Despite a sincere effort on the part of most Oakland residents to get along with the many racial and ethnic groups in the cities, the issue of race in community concerns is never far from the surface. In addition, there is a long standing geographic division between the Hills and the Flatlands, with each claiming the other receives preferential treatment in the availability and provision of city services. These observations apply to city services, generally. The police department was not singled out in this regard.

Inter-Ethnic Conflict

Some participants residing in transition neighborhoods, in which a large number of Southeast Asian immigrants are settling, expressed concerns that their new neighbors were unschooled in the "American way". Some of these observations involved what they believed were unsanitary, undesirable, or dangerous practices. Complaints ranged from immigrants' dumping trash in public places, to multi-family residences overrun by children.

While all participants who voiced this concern were quick to assert that it was behavior not race that was at issue, it is clear that the community's concerns did include racial issues. Specifically, behaviors which were deemed problematic were attributed to people from specific racial and ethnic groups. While most of these concerns were not criminal, some participants reported calling on the police to act as mediators because they were either uncertain how their neighbors would respond or they had approached their neighbors about their concerns and the problems continued.

Further, some participants said it was hard to get the new immigrants to participate in neighborhood activities. Participant felt there are a lot of reasons new immigrants don't get involved. Previous experiences in other countries, where the police were sometimes corrupt and/or brutal, cultural issues and a greater interest in achieving economic success were all cited as reasons immigrants avoid community involvement.

Several participants who live in the Fruitvale area said there were racial tensions between African Americans and Latinos in their neighborhoods, particularly among the youth. This appears to have escalated since the passage of Proposition 187. One participant

said the racial tension in her neighborhood between Latinos and African Americans was a primary reason she became involved in neighborhood activities. Another participant said there was significant tension between Asians who owned several local stores and their African American clientele because owners are wary of customers and suspect them of shoplifting.

On an encouraging note, those participants who voiced concerns about inter-ethnic tension, professed a desire to build lines of communication across ethnic and racial lines and expressed an interest in mediation services which would help their communities develop consensual and mutually agreed upon community standards.

Racial and Ethnic Discrimination

A number of participants believed the police treated some ethnic groups unfairly. Several Latino participants said the police harassed people in their neighborhoods for no apparent reason, particularly Latino men were singled out, and especially after Proposition 187 passed. Some felt when that proposition passed it validated the racist beliefs of some officers. Some participants also said that there is a perception that the police are working with the Immigration and Naturalization Service (INS) and were stopping Latinos in the neighborhood to inspect green cards for no reason. There was also concern that officers tip off INS about where to look for undocumented immigrants.

It was noted that officers who work the midnight shift tend to be more rude and aggressive. Some indicated that was understandable because most midnight officers are new and don't know the neighborhood. But overly aggressive behavior by police makes it difficult to encourage community cooperation. There was little complaint about the officers on the day shift. Participants stated that overly aggressive behavior by officers makes it difficult to encourage people to look to the police when they need help. One participant said, "It takes a lot of hard work to get the community working and supporting the neighborhood and the police can destroy that in a minute."

Some believed the department needs to hire more bilingual officers. Several African-American participants also thought the police singled out young black men in their neighborhood to unnecessarily harass them.

Geographic Diversity

The differing cultures and on-going tension between the "Hills" and "Flatlands" is multifaceted in character, however both areas are convinced that the city takes the interests of the other group more seriously than their own. Participants expressed their concern that residents in some areas are paying the majority of property taxes and are getting the least

in public services. Several Hills resident thought the severity of the crime problem in the Flatlands, meant many Hills residents were given fewer police resources than they were paying for.

Flatland residents, particularly in the East, believe that city leaders court the Hills residents and do not understand the severity of the problems in the East Flatlands. One participant said, "City leadership is not really concerned with the poorer neighborhoods and treats community groups in different parts of the city differently." Another said, "They don't respond to community concerns in ways that make sense to us." Some Flatland participants believe city officials are more interested in getting personal publicity then in solving the problems.

Police-Youth Relations

Conversations with Oakland youth elicited a troubling degree of animosity on the part of youth toward the police. Many of these concerns were directed toward what they perceive as unnecessarily intimidating police presence at many youth activities. Some youths expressed concern over too much police presence at school dances. They indicate that too many police cars makes kids feel like trouble is inevitable, so they start acting up. They also point out that the mere presence of a large number of officers (and patrol cars) feeds the perception of adults that kids are causing trouble.

The most troubling aspect about the concerns of the youths encountered is the overall perception that Oakland police officers are unfair or "heavy-handed" in their treatment of juveniles. These young people reported a great many incidents in which the police are portrayed as uncaring, brutal and/or corrupt. Most of these stories were offered second or third hand, with little first hand knowledge and detail. It is therefore impossible to determine the difference between real and perceived misconduct and how much many of these stories are totally contrived. The larger problem lies in the fact that Oakland's youth has little respect and trust in their police officers, generally. The gap between officers and the city's young people is significant.

Many of the youths were pessimistic about improving youth/police relations. Some feel past relationships make it hopeless. There is a feeling that the duties of officers and the system they represent make them the enemy. They felt the police should do nothing unless something goes wrong. Many reported that young people run from the police when they see them whether they are up to something or not because they are scared of them. Some youths felt the police needed to stop overreacting to juvenile related situations and "...just treat kids like human beings."

Others were more optimistic about improving relations. In fact, some felt the presence of police at their activities and in their school setting was not oppressive but rather an opportunity for officers and youths to inter-relate and get to know and trust each other more. Several of the youths believed that the key to bettering police/youth relations was for both parties to work toward developing a mutual respect for each other. A great many conceded that continued gossip about the police was not likely to change things. One young participant stated, "Young people need to start respecting themselves. If you respect yourself, the police will respect you back. If you treat the police with respect, they'll respect you back."

Accountability

Several participants expressed their belief that a credible community policing program was dependant on a credible police accountability system. Several participants reported incidents which suggested excessive use of force or improper police actions under the color of authority. They claim that some officers openly take questionable actions in plain view and that nothing ever seems to be done about it.

Again, many of the stories are old and very difficult to verify. However, one incident reportedly involved a participant who subsequently filed a complaint with Internal Affairs in December 1994. No official response from the police department had been received. Another participant who claimed to have first-hand knowledge of the department's failure to react properly, indicated that when he attempted to file a complaint at Internal Affairs, the sergeant on duty began to clean his fingernails. This individual claims that when he asked the sergeant if he was listening to him, the sergeant replied "Yeah I'm listening and that's all I have to do, listen."

Another participant, after listening to the experiences of others agreed that these were not uncommon experiences voiced by many people in the community. Her feeling was that the problem was more than a few "bad apple" officers. She felt, rather, that the department needs to address accountability from the institutional level, in terms of internal cultural incentives that tend reward this type of behavior.

Some are concerned that too often the police choose solutions to problems which escalate rather than defuse situations. They feel officers need to be trained to make behavioral choices geared toward protecting life. Similarly, some objected to the department's review of police shootings. Under current policy, they say a shooting may be legally justified even when not necessary. They note there is a difference between a legally justified shooting and a necessary shooting.

Participants generally acknowledged that procedures for proper use of force are in place, but feel that individual officers need to be held accountable to those procedures by the community, as well as police and city officials. There is a perception that the police don't want to discuss accountability as part of community policing, but that true community policing cannot exist unless all citizens feel the police are held accountable for their actions.

Most participant's indicated an understanding that police officers are asked to perform a very difficult job. Further, most understand that the responsibility for a crucial part of solving community problems rests, not only with the police, but within the communities themselves. All participants agreed that the police and the community needed to build a relationship and partnership based on mutual accountability, responsibility, and respect to solve the city's problems. Clearly, most participants are willing to work with the city and the police department to develop that partnership in an effort to improve the delivery of police service the communities of Oakland.

In sum, participants felt more community support for police officers would be generated if all officers were fair and courteous in their treatment of citizens; if officers were held strictly accountable for acts of misconduct; and, if officers were more open in their support of community policing.

Recommendations

In Oakland, the community has expressed a clear preference for community policing to move forward. Much has already been done and accomplished, more is planned for the next several years. It is clear that the department is moving in the right directions. The recommendations offered below will help community policing become the way the department and the city conduct police business. They represent an approach, if implemented, that will improve the ability of the police and the community to work together to control and prevent crime, disorder, and violence.

1. The department should continue it's on-going strategic perspective about community policing. The vision of what policing in Oakland should become has been articulated through the Community Policing Task Force's Five Year Plan (1995-2000). This statement not only provides focus for those inside the department it also helps to provide benchmarks against which to judge progress. By publicizing periodic progress reports, both internally and externally, the plan will help carry the department from year to year and provide an on-going sense of continuity about community policing implementation in Oakland.
 2. The department should continue its efforts to create greater understanding among the diverse elements in Oakland about the strategic vision of the community policing
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concept. The efforts underway should continue and be expanded so those both inside and outside the department have clear expectations and good understanding of how policing in Oakland will change. This on-going dialogue is an essential part of community policing as the community and the police together seek better ways to solve the problems of crime, disorder, and violence.

3. The department needs to use its mission, vision, and values statement as a guide to behavior. The department's current mission and values are found in the 1995-2000 Strategic Plan:

OPD Mission

The mission of the Oakland Police Department is to provide competent, effective public safety services to all persons, with the highest regard for human dignity through efficient, professional and ethical law enforcement/ crime prevention practices.

OPD Vision

Our vision is to enhance our status as a premier law enforcement agency as championed by our customers and benchmarked by our counterparts. As such, we will be recognized as a high performance team of empowered professionals capable of responding to new challenges as they occur within the City of Oakland and throughout the police profession.

OPD Values (Guiding Principles)

- * We value the sanctity and protection of human life and adherence to constitutional principles as our highest priorities.
- * We value a work environment that is free of unlawful discrimination and/or sexual harassment.
- * We value honest and ethical personal and professional conduct; we value and respect the rights and dignity of all persons.
- * We value employee opportunities for advancement, specialized training and assignment, and individual growth based on performance and a demonstrated ability to handle additional responsibility; we value employee involvement in decision making.
- * We value improvement through technology, creative thinking and planning, efficient and prudent use of taxpayer dollars, and thorough, ongoing evaluations of our people and systems.
- * We value solving neighborhood problems and concerns, and achieving Departmental goals in cooperation and collaboration with the community.
- * We value the delegation of responsibility with accountability to the lowest practical level with the proper balance of follow-up and management control.

These statements present wording that denotes the importance of community and neighborhood involvement and focus in policing, joint police and community problem solving, or that the police and community share a responsibility to control and prevent crime, disorder, and violence.

However, values should serve as a guide for behavior not as words on paper. There was little indication that departmental personnel, at either line and management levels, are aware or able to articulate the mission, vision, or values of the department. The department needs to create linkages between these statement and employee actions so that all employees can easily tell someone else what the values of the agency are, and can distinguish what behaviors support the values and which ones are counter to the values.

Many police departments have value statements, but few have fully articulated how values are translated into behaviors. Ultimately, everything the department does should become value referenced. Awards, disciplinary systems, general orders, and the actions of top command must all support the values. The department needs to assess what specific behaviors by organizational members support or undermine the stated values. This assessment requires that the values be defined in operational terms such that an observer can know whether any particular employee action is on target or off target. Managers must also think clearly about how they will know whether the desired behaviors are taking place, they should consider how to develop feedback and monitoring systems.

Through establishing clear, unambiguous links between values, behaviors and observable performance, the implementation of department wide community policing may well achieve its intended benefits. A clear and distinct definition of the organizational values into behaviors which support community policing will help to fully institutionalize community policing.

4. The chief of police and top management should take additional steps to develop a common understanding of the strategic view of community policing among the department's managers, supervisors, and employees, both sworn and civilian. This effort should involve meetings for all supervisory personnel to focus on current and long-range issues affecting the community and Police Department and the expansion of community policing. The chief should become more visible at roll calls and in units of the department to reinforce the commitment to the agency's values and to community policing.

Executive staff need to focus attention both on community interactions and on internal information flows and communication. For an agency in transition such as Oakland, on-going communication about direction and progress will help to create a joint sense of commitment and ownership.

5. The department should continue to move toward a higher level of problem solving that involves recognizing the relationship between incidents and systematically collecting and analyzing information about particular problems. The OPD has a long tradition of problem solving through specialized approaches. It's Beat Health Unit has been a model of addressing underlying circumstances that create crime and disorder problems as it focuses on dwelling unit which are the locus of drug problems. Alcoholic Beverage Action Teams (ABAT) have also been successful in using problem solving techniques to deal with problems generated by alcohol sales.

The department is moving to generalize this process by expanding the approaches used in these special units to a general approach. Problem solving ought not to be centered in specialized units, the function of beat health needs to include not only drug problem dwelling but alcohol problems, abandoned vehicles, drug sales, and all the other problems that detract from the quality of life and encourage or facilitate criminal behavior.

The department is moving to coordinate and disseminate problem solving techniques throughout the agency and is proceeding incrementally through stages to full problem solving and community policing. This creates a need to continually re-educate and re-tool.

As department employees working on problem solving move beyond using a limited analytical understanding of these problems, they will need additional training. The Department must insure that there is both a wide understanding of problem solving and a wide distribution of the skills needed. The implementation of this recommendation is critical to achieving effective, long-term solutions to persistent crime problems.

Problem solving has specific meaning in policing, distinct from how it is applied in the private sector or in some other government agencies. Herman Goldstein, Professor of Law at the University of Wisconsin and one of the originators of problem-oriented policing wrote:

The primary work unit in a police agency today for the officer assigned to general patrol is the incident. In the course of a typical day, a police officer will usually handle several incidents, such as the theft of a car, a barking dog, a dispute among neighbors, a robbery, a request for information, a report of suspicious circumstances, or a traffic accident...[Problem solving] calls for recognizing that incidents are often merely overt symptoms of problems. This pushes the police in two directions: (1) It requires that they recognize the relationships between incidents (similarities of behavior, location, persons involved, etc.); and (2) it requires that they take a more in-depth interest in incidents by acquainting themselves with some of the conditions and factors that give rise to them.

Evidence based on PERF's work in police agencies suggests that there are, in fact, different levels of problem solving that police departments attain. Agencies that are

committed to community policing should develop a structured, long-term plan for elevating their officers from current levels to higher levels of problem solving. This long-term plan would be unique to the agency and would be based, in great part, on the extent of local administrative, supervisory, training, interagency, and fiscal commitment.

The least ambitious and easiest level of problem solving involves fixing a one-time problem. The next level involves resolving a problem for one particular person but not taking it beyond the individual (i.e., Have others in the community experienced they same problem?).

The third level involves correcting a problem that recurs in a place or area without working analytically to understand the problem. Most police departments, including Oakland, still operate primarily at, or below, this third level.

A higher level involves more analysis by officers. Higher-level problem solving seeks to understand how a victim and the environment interact in a crime; not just the offender, which tends to be the predominate point of police focus.

Analysis is the most difficult area for police departments and police officers to master. Goldstein suggests:

[Analysis] means an in-depth probe of all of the characteristics of a problem and the factors that contribute to it -- acquiring detailed information about, for example, offenders, victims, and others who may be involved; the time of occurrence, locations, and other particulars about the physical environment; the history of the problem; the motivations, gains, and losses of all involved parties; the apparent (and not so apparent) causes and competing interests; and the results of current responses.

Oakland police officers, including most community policing officers, are in the early stages of problem solving. Problem solving as part of the community policing effort is a process of continually looking at crime and disorder problems, analytically understanding those problems, drawing from a range of solutions (not just through traditional enforcement efforts focused on apprehending the offender) to address the problem, and assessing and reassessing the effectiveness of the solutions applied over time. To do community policing problem solving well requires training, skill, and tools.

It is incumbent upon problem-solving officers and communities to continually assess the effectiveness of the solutions to see if they remain resistant to crime. Offenders may also develop more sophisticated approaches to counter innovative measures and additional analysis and new solutions tailored to the new problem must be devised.

One need in Oakland is to improve communication within the department about problem solving efforts. An internal newsletter dedicated to the results of projects designed to deal with problems of crime, violence, and disorder would assist. A central repository of projects identified, analyzed and attempted will help avoid unneeded duplication and overlap. By wide dissemination of projects in progress, and of their final results, employees will see the benefits of the approach and will generate new ideas.

6. The department's information and analysis systems need to be revised to provide knowledge about crime and disorder on a neighborhood basis to support community policing and problem solving. The department needs redesigned systems to provide information support for decision-making at all levels of the organization. The ability to easily access databases with information about crime and disorder problems should be spread throughout the department so that any employee with a need for information can easily retrieve it. The department has a first class traditional crime analysis unit as well as a new Records Management System (RMS) but neither of these is designed to meet the needs of problem solving policing.

The RMS system provides for the entry from each incident report of the location, date/time of incident, the offense, the beat, the incident number, and the unit assigned. Then, remaining information is photocopied with eventual plans calling for scanning into an optical disk system. Information such as victim, witness, possible offenders and method of operation information is not stored as retrieval computer data. The Crime Analysis unit gets copies of only selected Part I offenses and tracks only crimes such as robberies and grand thefts, sexual assaults, burglaries, and auto thefts. Within that unit, m.o. information and names of interest are entered, but only for their target crimes. Crime Analysis also enters field contact cards.

The information needs to support community policing and problem solving include not only serious crimes but seemingly minor complaints. Information about vandalism, simple assaults, disorderly conduct, and calls about problems that never generate an incident report are important for a thorough problem analysis. The OPD needs to establish as a high priority a single system, or readily linked systems, which allow an officer working on a problem area to make a single inquiry and find out for any police contacts within a specific, usually several block area. The officer should

be able to easily designate the format for this information to be returned and should be able to generate maps. This need will require a consideration of the capture of more information electronically than is being currently being entered, the integration of dispatch information that is not now readily subject to analysis, and the provision of easy to use tools for the extraction of useful information.

Officers cannot tap into call for service or other problem analysis data easily. They have no way to simply assess the extent of police contact with a problem in the community. Officers cannot access call history data. Because the capability of the department to capture and analyze problem oriented data is not yet as effective as it should be, officers cannot adequately assess crime and disorder problems. Rather, officers will continue to become engaged in crime and disorder problems through referrals including calls for service generated by the public. And, because problem analysis data is not easily retrieved, when problems are identified, officers will tend to deal with them through traditional means or referrals to other agencies.

Without being able to view and understand the problem in its entirety through use of quality problem analysis data, officers may turn to whatever solutions are available. They may provide short-term solutions but, ultimately, the crime or neighborhood problem may recur. Without analytic capability, officers become trouble shooters and not problem solvers. They will be relegated to making referrals to other agencies -- which is the lowest level of problem solving -- or they will "throw" additional police personnel at the problem to solve it (i.e., put an officer on a problem corner instead of understanding why the corner is a problem and working to eliminate the underlying cause.)

7. The department needs to continually review and critically analyze how it is managing its calls for service workload so that time can be gained to support community policing. The efforts of the department group currently studying alternative responses to low priority calls should be accelerated, finalized and implemented. The department needs to gain time for community policing and problem solving. Both perception and reality indicate that patrol officers are busy and respond to a large number of calls for service. The tradition in the city that all calls for police service will get an officer responding via radio dispatch is severely limiting. It is common practice in departments the size of Oakland to seek to handle a large portion of their call workload without an immediate mobile response. Many departments respond to traffic accidents only when someone is injured, estimated damage is over some specified amount such as \$1,000, a driver has no license or insurance, or the flow of traffic is substantially impeded. Otherwise, drivers are told by dispatch to exchange papers and allow the insurance companies to handle it. Other minor calls

that need a report are handled by the citizen providing the information over the phone to a telephone reporting unit which can be made up of civilians.

With call management, officers should then be directed and monitored by supervisors so that they spend the time that becomes available in community policing efforts. In particular, officers should find out from interaction and observation what problems exist in their beats. They should visit problem locations and spend uncommitted time analyzing problems, devising tailor-made solutions and evaluating the effectiveness of the solutions.

Over time, as crime and disorder problems are identified by the community and by the police, officers will develop greater familiarity with people, businesses, transient traffic, etc. as they analyze problems and work with the community for solutions.

8. With the strategic plan in place and with its mission, vision and values becoming explicit guides to actions, top management of the department needs to continue to commit to implementation of community policing department wide as a very high priority. The department must be organized to best support the direction it has established for improving its ability to work with the community to prevent and control crime, violence, and disorder. This then will require a number of organizational modifications.

The need to have police officers in close contact with those they daily serve implies a number of organizational changes. To support police officer problem-solving and community engagement in the city's neighborhoods, key elements of organization change include the following:

- 8a. Patrol beats and districts should reflect natural neighborhood areas. Oakland currently has 35 beats, 7 in each of 5 police districts. The last beat survey/boundary assessment was done in 1977. There are questions about how these boundaries ought to be redrawn. The Community Policing Task Force has proposed a reorganization along neighborhood lines with connections to the local school. This plan could result in as many as 55 beats, each to have a dedicated community policing officer.

Care must be taken to draw new boundaries that match natural neighborhoods. These boundaries should also consider, although not depend on, administrative efficiencies. If there are a different number of community policing districts than patrol response beats, dividing lines should not overlap. An ideal configuration will insure that both set of boundaries completely coincide so that both the dedicated beat officers and the response officers that routinely

work the beat have the same geographic identify and share knowledge about people and the neighborhood.

- 8b. If the department does increase the 35 beats to 55 with each having a dedicated beat officer, it must consider allied needs for related support positions and supervision. Then the department needs to plan and budget accordingly. Failure to provide for adequate support resources will diminish the productivity of these additional resources.
- 8c. "Out of beat dispatching", where beat patrol officers are assigned to leave their assigned beat to provide service elsewhere, should be limited. The effort to have patrol officers learn about their neighborhoods and the people in them depends on maximizing the contact between officers and their neighborhoods. Routine, or frequent, cross beat dispatching interferes with creating these linkages. Oakland's current system of having assigned beat officers and tactical officers who are the backup for several beats can help to minimize out of beat dispatching as more time is gained through good call management. tactical units, however, only work part of the day. Expansion of this system should be considered.
- 8d. Management personnel should be assigned to have geographic or "turf" responsibility, supporting the "beat/district" stability provided patrol officers. The department is planning to change the current patrol system from a "watch" or time based system to one based on geographic accountability with captains in charge of a district. This approach will encourage attention to the different needs of different areas in Oakland and promote greater interaction between the departmental management and the community. Each district commander should consider establishing a district wide advisory body to meet regularly with the Captain to discuss district issues.
- 8e. Centralized units with specialized functions should be limited to only those functions which have a city-wide impact. As the department moves to geographic based commands with a decentralized structure, each centralized special unit should be reviewed. Decisions should be made about whether the unit should be split and its personnel allocated to the district commands or whether the unit should be eliminated and its personnel reallocated with the responsibility of the function specifically given to the decentralized command.
- 8f. Officers should spend more time out of their cars interacting with the community. Nearly all citizen focus group participants felt that bike and foot

patrols better encourage the development of positive interaction and cooperation between the community and the police. Significantly, participants expressed a strong preference for bike patrols. In those areas where officers perform their patrol responsibilities by automobile, officers should be encouraged, as time and circumstances permit, to ensure patrol of neighborhoods, back streets, and other areas off the main arterial roadways. The Strategic Plan element which calls for all patrol officers to get out of their car and patrol on foot for three hours a week may be too little.

9. The department's system for holding officers accountable for their actions must be open (to the degree possible), fair yet firm, and consistently applied. The operation of the department's internal investigations component is addressed in professional standards section of this report. However, it is important to note, in regard to community perceptions, that the current system for officer accountability is not well regarded in all segments of the community.

As noted in the section of this report on professional standards, the department's internal investigation process is sound and affords all persons ample opportunity to file complaints. The department is implementing an early intervention system to identify potential problems. The internal investigations process does not appear to be faulty.

Many of the problems stated by participants in these interviews stem from the department's approach to the treatment of complainants and how outcomes are communicated to concerned persons. The community's lack of trust in this area will be a major obstacle to effective community policing. Citizens are unlikely to participate in relationship building with officers who are perceived as not being held accountable for their actions. Every segment of the community must understand that a fair system exists, that they can initiate complaints without undue complexity or fear of reprisal, that they will be treated respectfully, and that outcomes are reported to those involved.

10. The department needs to design individual employee performance measurement systems which are consistent with both the Department's values and with the community policing approach.

In many police departments moving toward community policing, commanders state that officers will be given greater discretion; the administration is moving away from "bean counting" (statistics) as a form of evaluating officer performance; and, officers are responsible for handling problems in an innovative manner on their beat. However, at the end of the day, week or month, officers still perceive that,

particularly, first-line supervisors, continue to require them to come up with a specific number of traffic citations, incidents handled, or arrests.

Despite the move toward police assisted community enforcement, officers continue to view the Oakland Police Department as statistics driven. Officers expressed concern that some supervisors and managers continue to view officers negatively if they do not generate an "appropriate" number of statistics. Many employees perceive there has been little change in this type of expectation for officer performance.

The department should shift its emphasis away from statistical measures of officer performance, formally and informally, by stating expectations in the form of qualitative goals and objectives. For example, rather than implying that officers should meet some form of statistical quota (there is no quota system in the Oakland Police Department), every beat officer should be expected to work on an identified problem as part of his or her problem-solving activity. It should be left up to the officer to determine what responses are best suited to resolve recurring problems at a particular location. Enforcement and issuing traffic citations have been the solution of choice for most problems in Oakland in the past. However, since many of the same problems have persisted, new approaches are warranted. Patrol officers should work with the district teams that are being established in analyzing and solving their identified problem.

Performance evaluation systems help to guide behavior and establish expectations about the behavior desired by the Department. According to the Community Policing Strategic Plan, revised performance evaluation instruments and a revised process are scheduled to be developed and implemented in 1996. The Department should look at performance appraisal as a transitional process. For a designated period of time both old standards and new standards should be incorporated on the same instrument. Each employee should meet with his/her supervisor for the rating period to establish the set of standards for measuring their performance. A system like this will prevent an employee with very high rating under the old system to be rated quite low under the new system because the rating categories have changed without the employee having the opportunity to accordingly acquire new skills and knowledge to change behavior.

11. The department should organize panels of police, government, and citizens to design a measurement system for the public to assess the department and its community policing activities.

In the department's community policing strategic plan, departmental objectives for community policing are specified. They are:

- To implement an area-based, decentralized command, investigations and field deployment model.
- To assist in developing or participating in neighborhood-based self-help strategies for preventing crime.
- To decrease the rate of crime and increase the perception of community safety.
- To consistently improve relations with customers.
- To reduce customer expectations about rapid response to non-emergency calls.
- To consistently improve member / employee job satisfaction.

In addition, in the same document Critical Success Factors are listed. These are:

- To ensure that our employee selection, training, supervisory, and leadership practices are consistent with community expectations and ethical police service.
- To acquire material and personnel resources that are utilized responsibly and efficiently in order to meet community needs and operational requirements.
- To implement strategies or participate in programs that reduce crime and decrease community fear.
- To increase confidence in and support for the Department by improving trust and respect between all personnel and citizens.

The department needs to lead an effort to create measurement standards for the entire department so that the community will know how much progress is being made to achieve these ends.

12. The department needs to organize an executive and management development strategy which changes the typical management and supervision style toward participative and developing. All supervisors should be trained in the operational characteristics of high performance organizations.

The department has made an on-going commitment to community policing. It needs to also invest in high level training to help implement community policing and problem solving concepts. Not only are new managerial skills needed to further community policing and problem solving efforts but also the role of first line supervisors needs to be reconsidered as part of the process.

Important to the expansion of community policing is the cooperation and facilitation by first line supervisors. Expansion of in-service training to enhance skills will help in this regard. The department should develop a skills inventory of those skills needed and begin long term training and development of those skills.

Captains and lieutenants should spend more structured time meeting with sergeants and officers, discussing their individual areas of responsibility. Too many officers and sergeants perceive that they are not given sufficient information about changes and activities occurring in the department or an adequate opportunity to provide input to the agency's direction and activities.

In order for community policing to reach its potential within the Oakland Police Department, members of the command staff will have to uniformly support and encourage community involvement and problem-solving efforts. Because it constitutes a fundamental change in the way the department does business, there will be personnel in the agency who will cling to more traditional policing practices. Dissension and discouragement regarding the potential of community policing will sabotage its success and reduce its chances of significantly engaging the community and impacting crime and order problems. A united front by management is also essential in enlisting sergeants to encourage their officers to undertake community involvement and problem solving activities. PERF's work in other police departments has shown that the biggest indication as to whether problem-solving will get done is if the sergeant (first-line supervisor) wants it done. Sergeants often have more influence than chiefs on an individual officer's daily activity.

13. The department should create promotion and career development processes (including assignments and transfers) consistent with the department's values and with the community policing approach. One way to demonstrate that fundamental change is occurring is when organizational rewards become based more and more on performance of both good traditional behaviors but also on the newly desired actions. Promotion, transfer, assignment, and career development are important factors in institutionalizing Oakland's community policing strategy.
14. The department needs to reformulate recruitment and selection target processes to bring into the organization the type of persons well suited to community policing. The department should recruit and select officers who will function best in the role of community policing officer. For example, such officers should demonstrate an ability to function independently; enjoy and be adept at solving problems; be creative and imaginative; make good judgements in choosing from among a range of available alternatives; and, have the intellectual capacity to do higher-order thinking particularly as it relates to police and community service.
15. The department should design and implement a strategic, multi year plan for training and skill development in support of community policing. Both in-service and recruit curriculums should be considered. For community policing to be successful, there must be a commitment to training. One criticism of the Department's earlier

community policing effort was that there was not enough training. The Department must demonstrate by action that it is committed to development of the needed skills, knowledge, and abilities.

In 1994, sergeants were trained at sessions hosted by the Department and presented by the federally sponsored Community Policing Consortium. In-service training of all Departmental personnel has been developed for delivery in 1995. As implementation continues there will be a need to develop skills in advanced problem analysis, response evaluation, supervision of problem solving, environmental crime prevention, and other aspects of community policing.

The department needs to integrate community policing skills and attitudes in its recruit curriculum. It needs to continue to assess the skills needed for more effective community policing as well those needed for good traditional police skills to produce a complete and well rounded employee. The department should consider, halfway or so in the curriculum, experience in the community for its recruit officers. The benefits for them of seeing community problems and prospects before they are fully socialized as police officers is that they will adopt a broader perspective than if they gain community experience only after virtually all of their training is completed.

Outlined below are types of follow-up training that should be provided.

- Community Training: Training should be developed so that members of the community can become partners with the police in problem solving. It is best taught to a community organized around a particular crime, disorder or safety problem.
- Supervisory Training: Recurring training should be given to supervisors in addition to basic foundation training. Advanced supervisory training should focus on managing officers engaged in problem solving.
- Sergeants should receive training so that they can:
 - be more involved with what is going on the street -- they should have precise information on officer workload;
 - participate in problem solving and coach officers through the process if needed;
 - help officers find ways to improve problem analysis;
 - provide officers with ways to upgrade their problem-solving and community engagement skills;
 - make sure that problem-solving efforts are evaluated for effectiveness;

- make sure problem solving efforts are documented so others can learn from the effort; and,
 - evaluate personnel on the basis of problem solving and community involvement successes.
- Community Surveys: Training should be developed to help officers develop and administer community surveys. Surveys are extremely useful tools for officers to better understand crime and disorder problems from the community's perspective. Surveys may be used on a small street to assess how residents feel about a particular problem or in a large community.
 - Advanced Analysis Training: Training should be developed to further build officers' problem-solving skills. As problem solving grows, officers will tend to move too rapidly to solutions before thoroughly analyzing the problem. Problem solving workshops can be developed that provide officers with opportunities to review crime and survey data.
 - CPTED Training: Crime Prevention Through Environmental Design (CPTED) is an approach that recognizes the role of the environment in crime control. Training in this area is important in building an officers' understanding of crime and crime resolution, beyond the traditional arrest of an offender.
 - FTO Training: community policing training should be developed to help field training officers (FTOs) train new recruits. FTOs may be the first role model for new officers and it is important that they have all the requisite skills so that they can pass them on to new recruits.
16. The department should develop training for officers that highlights the concerns of law abiding citizens, and juveniles in the communities they serve. Despite the evident racial diversity that exists within the department, it is clear that many segments of the Oakland community do not feel the police are sensitive to their needs and that current patrol and enforcement tactics are not conducive to good police/community relations. Before any significant success in building partnerships can be expected, open lines of communication with the various cultural groups in the city must be enhanced. To be effective, this effort must come from the every level of the department, but specifically at the point of service delivery. Most often that means patrol officers.

While learning about specific cultural groups should be a integral part of this training, instruction in the use of alternative dispute resolution techniques, like mediation, would be useful. Mediation techniques are particularly helpful in defusing

community situations which, left untended, would likely escalate. Increasing the number of bilingual officers on patrol would also be useful to better communications.

17. The department and the city should seek to institutionalize Community-Oriented Government in Oakland. The city needs to enhance avenues of communication between the police department and other agencies providing city services, as well as easy and more effective access to city services by citizens. The police department must strive for enhanced coordination between its own components established to resolve community problems.

Community policing is a philosophy for the delivery of city services and as such requires quick access to a number of city departments if it is to be successful. It was reported by a great many citizens that, because the police are available 24 hours a day, the police are called when other city services are not immediately accessible.

The police should be careful not to move forward in community policing alone. The police need to move in conjunction with other city departments. Police represent only one of the players. City agencies should continue to adopt a community-oriented problem-solving approach for the provision of all city services. When all of those who can help solve problems work together with the community, community policing will become truly business as usual.

Ideal or not, the patrol officers will likely continue to be the focal point for resolution of many quality of life problems in communities, 24 hours a day. To be effective, and to ensure maximum efficiency, these officers need to be able to cut through the red tape it often takes to procure other city services.

When an officer is called to resolve a problem that requires the involvement of other city agencies, and the needed services are not provided, it is the police - not the other city agencies - that will be regarded as ineffective, uncaring and inept. A streamlined access system and quick response to requests by patrol officers and others engaged in community problem solving is a must.

Community policing officers and the Specialized Multi-Agency Response Team (SMART) are available to be employed to resolve nearly any problem confronted by the city of Oakland. The size and scope of the SMART team is dependent solely on the resources required to solve the problem. The team can consist of the following agencies: Code Compliance, Public Works inspectors, Adult and Child Protective Services, City Attorney, Vector Control (Rodent control), utility companies, Bureau of Automotive Repair, Environmental Protection Agency, Bay Area Air Quality

Assurance Board, Department of Fish and Game (waterways dumping), Alameda County Health Services, fire department, and the District Attorney's Office.

Although a great many projects (with primary emphasis on drugs) have been undertaken and resolved through this initiative, the department's effort to address quality of life issues through the efforts of the Beat Health Unit, community policing officers, neighborhood service coordinators and SMART, has not been regarded as highly visible or recognized as having a significant impact by citizens.

If the City of Oakland expects to improve the quality of life, services must be more accessible and visible to city residents and those who conduct business in the city. Though the police will be called upon to resolve problems impacting other city services, there are also instances, when the police need not be involved at all and citizens can be referred to appropriate agencies. To effect such referrals properly, several steps should be taken.

- Police dispatchers should be familiarized with the functions of other city departments and provided a list of contacts within each department who are prepared to receive and act on citizens' calls for services.
- The city should hold "open house forums" in the communities on a regular basis (perhaps quarterly), where representatives from each city department are on hand to inform citizens about city services, how to access them, and address citizen concerns and questions.

CHAPTER 3
MANAGEMENT AND ADMINISTRATION

CHAPTER 3 MANAGEMENT AND ADMINISTRATION

General Overview

Introduction

The activities, services, and quality of an organization are, in great part, a reflection of the management team. In the Oakland Police Department, most members of the command staff, have been promoted through the ranks of the agency. Even the chief of police is a former Oakland officer who achieved the rank of captain. At the time of this study, the chief of police had been in office for approximately two years, having been appointed after serving as chief of police in another jurisdiction.

A great many members of the department from chief to officer, as well as civilian staff, were interviewed by the study team. Discussions were held on the goals and direction of the police department as well as its individual units. Each member was asked about:

- strengths and weaknesses of the police department;
- areas of the department in need of improvement;
- operational concerns (such as officer safety, training shortfalls);
- changes that would enhance the operation of the department or its components;
- management philosophy and expectations;
- management's role in defining the agency's mission, goals and objectives;
- interaction with employees; and
- perceptions about the relationship between the police and community.

Findings and Observations

The Oakland Police Department is in a state of transition. This partly due to: ongoing budget cutbacks; the adoption by the city council of community policing as the operating philosophy of the department; and the change in the style of leadership experienced when the current chief was appointed and other command level changes were effected. For many years the management style in the police department had been autocratic and based on a traditional hierarchical structure. There was little input among supervisors and officers to policy or procedural decisions. In this regard, it is generally felt that the current style of management is more enlightened and considers input from both inside and outside the department.

Under the direction of the current executive management team, the department is moving from that of traditional - crime fighting- law enforcement model to a more

responsive -holistic- community policing model. This has rarely been accomplished without growing pains. In Oakland, some managers and officers have been resistant to change. In some instances, old management approaches have not completely given way to those that support community policing. Change and uncertainty are stressful and these stresses sometimes result in resistance and dissatisfaction. This is particularly true when the department's culture had undergone little change for twenty years.

Though some supervisors and managers were found to be lax in tracking a unit's activities, some were over-reliant on statistics as a measure of successful performance. Progressive community policing and problem solving require managers to evaluate changes, conditions and outcomes rather than traditional bean-counting.

It is problematic that the department's labor bargaining unit for sworn officers includes managers through the rank of deputy chief. Police middle managers and managers (lieutenants and above) are responsible for the development and enforcement (ensuring compliance) of operational and administrative rules and regulations. They play a role in establishing acceptable levels of performance and what constitutes acceptable and unacceptable behavior. Though they are a link in the chain of command as well as an open line of communication between rank and file officers and the department's most senior administrators, their more prominent role is to represent management (the interests of the department and the city) to subordinate officers. It is inappropriate for these managers to be included in the same labor bargaining unit.

That is not to say that these officials do not deserve bargaining unit protection, only that they should not be in the same bargaining unit as rank and file officers. It may be appropriate for the lieutenants and captains to form their own association.

The department also suffers from its restricted ability to effect change through shift scheduling which is limited by the Memorandum of Understanding between the city and the Police Officers' Association. Further, the practice of officers bidding for patrol shifts by seniority negatively limits the department. The result is that a great many of the department's least experienced, junior officers are all working the midnight shift.

Similarly, the effect of the 1965 *Mullins v. Toothman* ruling is that the department has an inordinate and unrealistic number of sergeants assigned to conduct criminal investigations. Sergeants are not needed to perform these duties, and supervisory duties that are appropriate for a police sergeant are not being performed by these investigators.

It is time for the department to revisit this issue, along with the Police Officers' Association. Together, they must agree on a plan that provides position descriptions that

distinguish sergeants from investigators. There can and should be a distinction between position (assignment) and rank.

It is not inappropriate for an individual at the rank of police officer to be eligible for assignment as a patrol officer or investigator. Each position should have a position description that identifies the knowledge, skills and abilities required to be successful in that position; and, the tasks, duties and responsibilities of the position must be identified by a recent job task analysis.

Likewise, a police sergeant (who is responsible for supervisory duties) could be assigned to patrol, investigations or any number of other supervisory roles. A sergeant should not be assigned to lesser duties without justification.

Ideally, a jointly supported plan should address two issues. First, in the future, no non-supervisory investigative positions should be filled with sergeants. As existing non-supervisory sergeants are promoted, retire or otherwise vacate investigative positions, they should be replaced by police officers.

Secondly, in order to not stagnate upward mobility that is already stifled due to growth limitations, vacancies that come about among supervisory sergeants should be filled by promotion. That is not to say that other sergeants cannot be transferred about to meet departmental needs, but rather that the department's effort to resolve this issue should not reduce promotional opportunities that are vital to the maintenance of positive morale.

During the many officer interviews that the PERF study team conducted, it was not uncommon for patrol officers to express concern about the lack of formal information flow through the department. A few officers indicated that they sometimes learn more about high-profile departmental news from the local press than they do through the department's formal channels of communication. Others reported that they have been impressed with the presence of the chief of police at line-ups and his invitation of suggestions from the rank and file. However, officers say they have also been disappointed and frustrated when their suggestions were not acted upon. Many are quick to add that they feel city council actions frequently play a significant role in the chief's ability to take, even non-controversial, action.

Some supervisors, and more officers, did not feel that the command staff was as effective as they could be in conveying the department's mission, goals and objectives in a way that they could understand what was expected of them. This is especially true regarding community policing. Though a great many officers agreed that they were not particularly

fond of the department's former, authoritarian style of leadership, it left little doubt as to what was expected of them.

This is reflected in the department's written directives system. Many of the department's general orders have not been updated since they were written in the 1970s and 1980s. It may be that the factual information contained in some of these older orders is still correct, but almost certainly not complete. As the department's mission has evolved and the expectation of service has widened among community members, so should the guidance and direction afforded to supervisors and officers in the performance of their duties. It is reported that there are plans to conduct a complete review and rewrite of the written directives system.

The single most reported concern by rank and file officers is that of their safety. It is the opinion of the PERF team that this may stem from the unfortunate fact that Oakland police officers have experienced the death of five officers, three of their own, within the city over 18 months. Nearly every patrol officer interviewed was fearful about conditions on the street. They were very vocal about the shortage of officers to respond to potentially life threatening calls for service and their desire to patrol dangerous areas in two-officer cars.

Officers understand the city's and the department's desire and responsibility to meet community needs through the provision of special police services, but are resentful that staffing for new programs most often results in further patrol shortages. They are looking to the city to supplement the department's human resource needs when new initiatives are approved.

This is a major obstacle to engendering officer support for community policing. Some officers feel that the good derived from such programs benefits politicians, while the costs are paid by street cops. Many are not opposed to community policing, they simply cannot justify a staff intensive program that they feel strips them of the degree of safety they are entitled to as police officers. Though it is understandable that officers resent programs that drain their resources, this sentiment is also reflective of the department's failure to adequately convey the benefits of community policing to all officers.

When the officers' perceived need for more staffing to address officer safety has been met by repeated budget cuts, they further perceive that the public, the city and the department does not care about their well-being. This is only further exacerbated by officers' complaints of shortages of safe vehicles and mobile data terminals, and the overall condition of the police administrative building - all reflective of officer safety issues as well as general working conditions.

A review of the budget reductions since 1992, reflects cumulative reductions of \$11,592,413. In terms of personnel cuts, this relates to a reduction of 30 officers, elimination of 21 proposed recruits, and a reduction of 49 and 3/4 non-sworn personnel. Specific reductions are depicted in the following chart (chart 3.1)

Chart 3.1 Police Department Personnel and Budget Reductions

		<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>
1.	Jailer (Transfer)	(1)	44,943	
2.	Off. Hel Pilots	(4)	310,008	
3.	Subpoena Servers	(2)	89,400	
4.	Clerk	(6)	192,912	
5.	Jailers	(2)	89,886	
6.	Jail Cashier	(1)	34,859	
7.	Capt., Mngt. Serv.	(1)	142,775	
8.	Evidence Tech.	<u>(1)</u>	<u>41,398</u>	
		(18)	946,181	
9.	Officer Hiring Freeze	(21)	2,096,167	
10.	Transfer Retire. Med. Fund		1,000,000	
11.	Capt., Mgmt. Services	(1)	263,964	
	Sgt., Traffic	(1)		
12.	Sgt., Communications	(1)	112,864	
13.	Jailers	(4)	358,444	
	(Jail) Sgt.	(1)		
14.	Clerk, Misc.	(11)	433,058	
15.	Off., Animal Control	(1)	131,559	
	(Tech) Animal Control Officer	(1)		
16.	Services Tech.	(7)	287,490	
17.	Evidence Tech.	(2)	87,954	
18.	O & M Budget		200,000	
19.	Sr. Ranger, Ranger Unit	<u>(1)</u>	<u>62,334</u>	
		(52)	5,033,834	
20.	(Tech) Alcohol Bev. Review Program Deleted	(4)	251,138	
21.	(Clerical) Supervisor, Records	(1)	61,514	
22.	Off., School Traffic Safety	(1)	91,668	
23.	Off., Recruit Training	(1)	91,668	
24.	Off., Personnel	(1)	91,668	

25.	(Tech) Superv., Animal Control (Tech) Animal Control Officer	(1) (1)	94,421
26.	(Tech) Ranger	(approx. 3/4)	28,380
27.	Off., Abandoned Auto	(1)	91,668
28.	Capt., Community Policing	(1)	168,384
29.	Off., Prop. Crime	(10)	1,167,620
30.	Sgt., Vice Crimes Off., Vice Crimes	(1) (5)	575,102
31.	(Tech) Neighborhood Serv. Coord.	(2)	105,066
32.	O & M, Helicopter Program		100,000
33.	Hiring Freeze		<u>2,694,101</u>
		<u>(30 3/4)</u>	5,612,398

TOTAL REDUCTIONS (1992-95):

Budget:	\$11,592,413.00
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Personnel:	Total	100 3/4
Sworn Officers:	30 (+21 Recruits)	
Non-Sworn:	49 3/4	
Jailers:	8	
Techs., Subpoena Servers, Animal Control, Ranger, Neighborhood Servs. Coord.,		
Beverage Control: TOTAL	22 3/4	
Clerical, Records:	19	

Organization Structure

Introduction

A sound organizational structure is essential to any business or agency, regardless of size or the nature of work performed. The structure of the organization has an impact on overall success in achieving goals and objectives. It effects internal communication, budgeting, allocation of resources, and relationship to other city agencies.

In accord with the tasks set forth in the project proposal, the police department's organizational structure was one of the areas examined during the study. The current table of organization was revised in October, 1994.

Since the study began, some changes have been made to the organization structure. Changes, as reported to the PERF study team, have been included in the current depiction of the department.

The department's organizational chart was examined and discussed with personnel at the command, supervisory, and line levels. Some employees offered suggestions for change and others felt that the current structure was appropriate and efficient.

The PERF study team determined that the department can make more efficient use of its resources through some changes to the current organizational structure. Overall, the current structure and the department's approach to authority and supervisory accountability meet many of the organizational standards set forth by the Commission on Accreditation of Law Enforcement Agencies, Inc. (CALEA) as outlined in its third edition, dated April, 1994. Those standards state:

- A written directive describes the agency's organizational structure and functions and is available to all personnel.
- The agency's organizational structure is depicted graphically on an organizational chart that is reviewed and updated as needed. The chart is accessible to all personnel.
- Each employee is accountable to only one supervisor at any given time.
- Each organizational component is under the direct command of only one supervisor.

- A written directive stipulates limits for the number of employees under the immediate control of supervisors under normal day-to-day operations.
- A written directive requires that:
 - a. responsibility is accompanied by commensurate authority; and
 - b. each employee is accountable for the use of delegated authority.
- A written directive states that supervisory personnel are accountable for the performance of employees under their immediate control.

Background

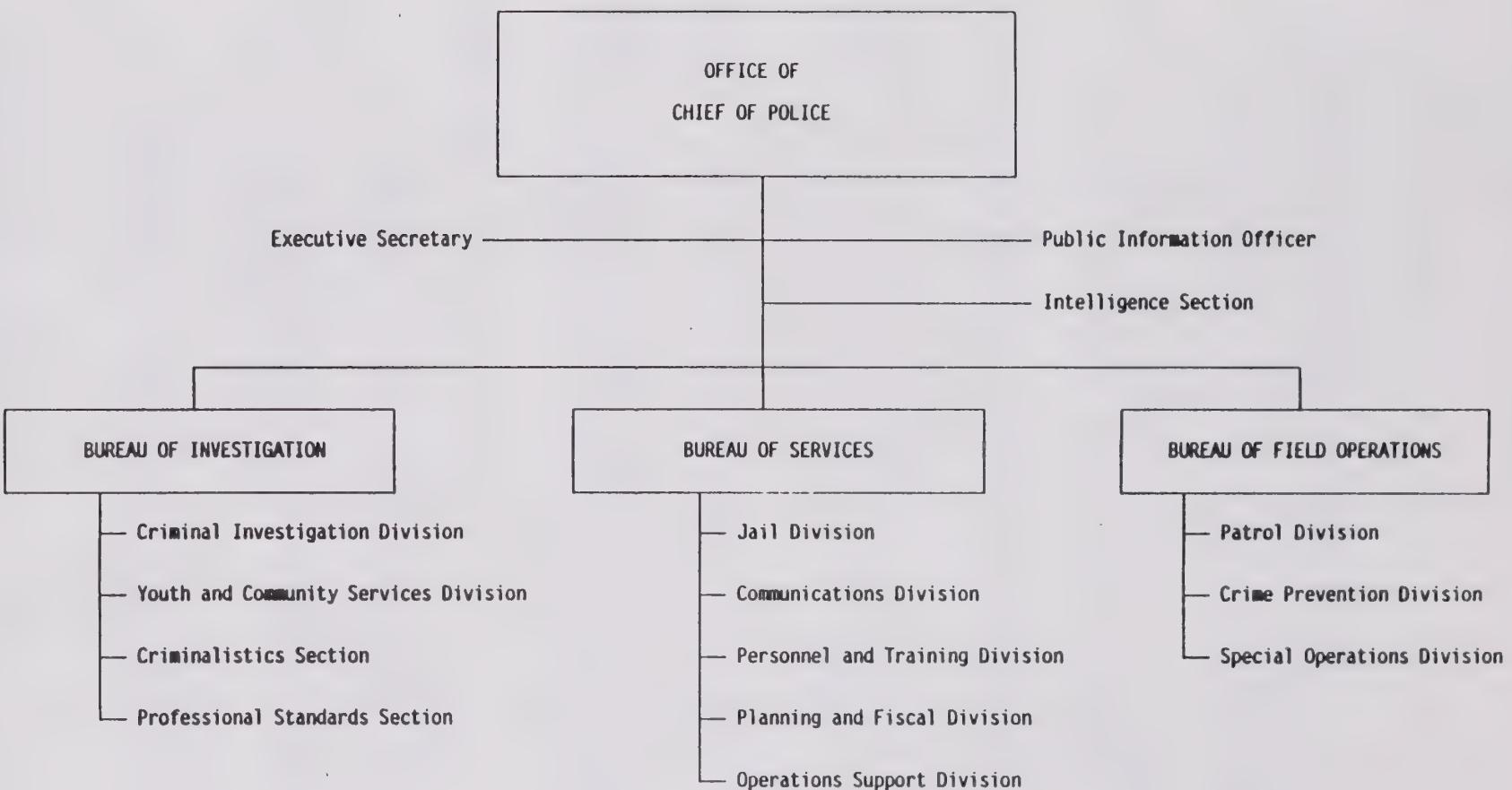
Sworn employees of the police department are assigned the ranks of chief of police, deputy chief, captain, lieutenant, sergeant, and police officer. The department's bureaus are each headed by a deputy chief. Divisions are under the command of captains and lieutenants. Lieutenants, and in some instances, sergeants are section commanders. Sergeants may be non-supervisory investigators or first-line supervisors, sometimes in charge of units. Civilian managers are head various divisions, sections and units.

The police department is currently organized into three primary bureaus. They are the bureau of investigation, the bureau of services, and the bureau of field operations. The Bureau deputy chiefs report directly to the chief of police. There are two functions organizationally situated within the office of the chief of police that are responsible directly to the chief. They are the public information officer and the intelligence section.

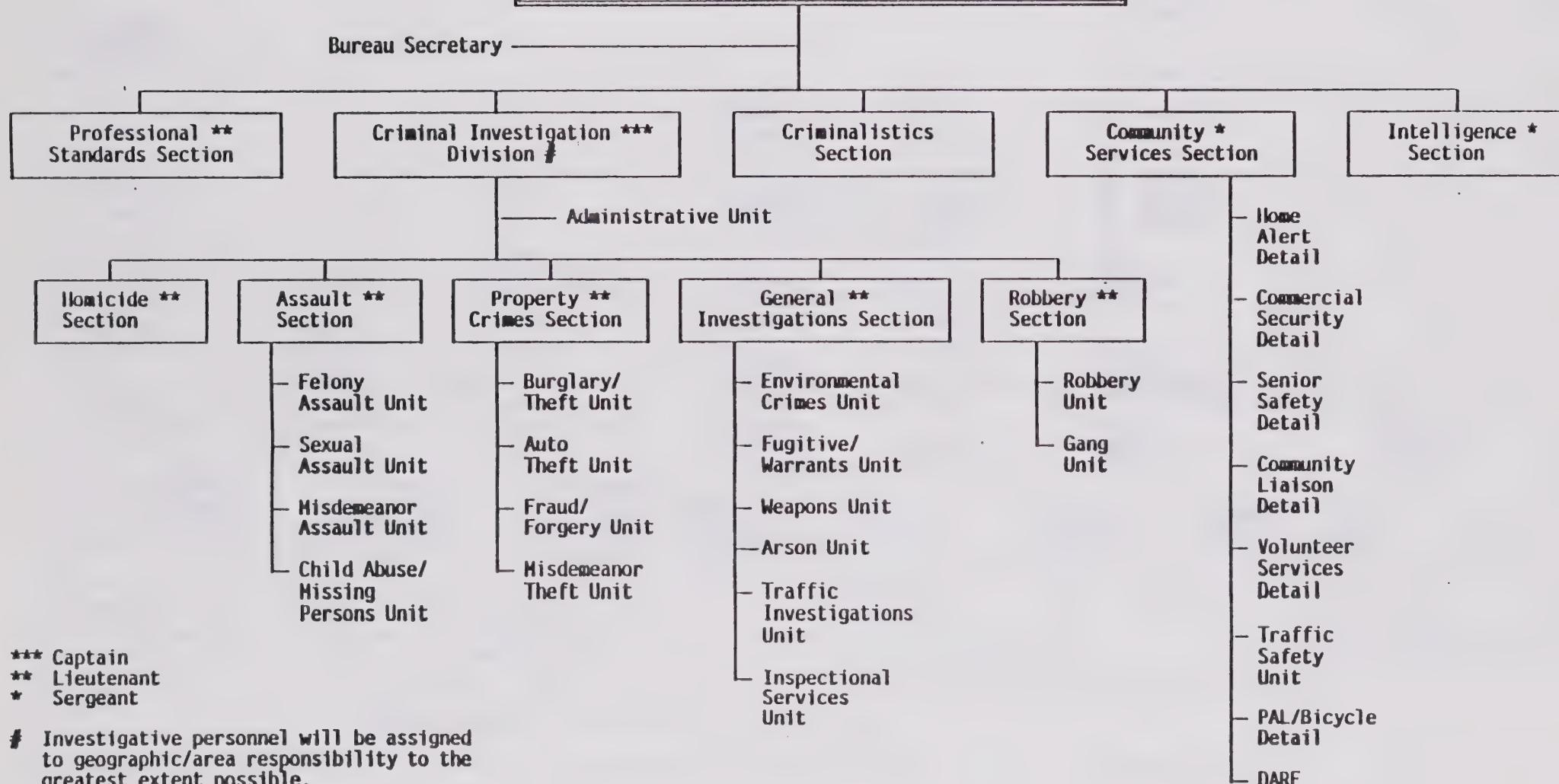
When this study began, the department was organizationally structured as shown in chart 3.2. Listed below is a description of the make-up of each bureau.

At various times, after those charts were developed by the department, organizational changes were made. Those that were recognized when the PERF staff conducted their site visits, are reflected herein. Others may not be.

In October 1995, the department developed a new organizational chart which incorporates some additional changes, scheduled to be effective in January 1996. Some of these proposed changes are similar to those recommended in this report. This proposed set of organizational charts is depicted in chart 3.3.



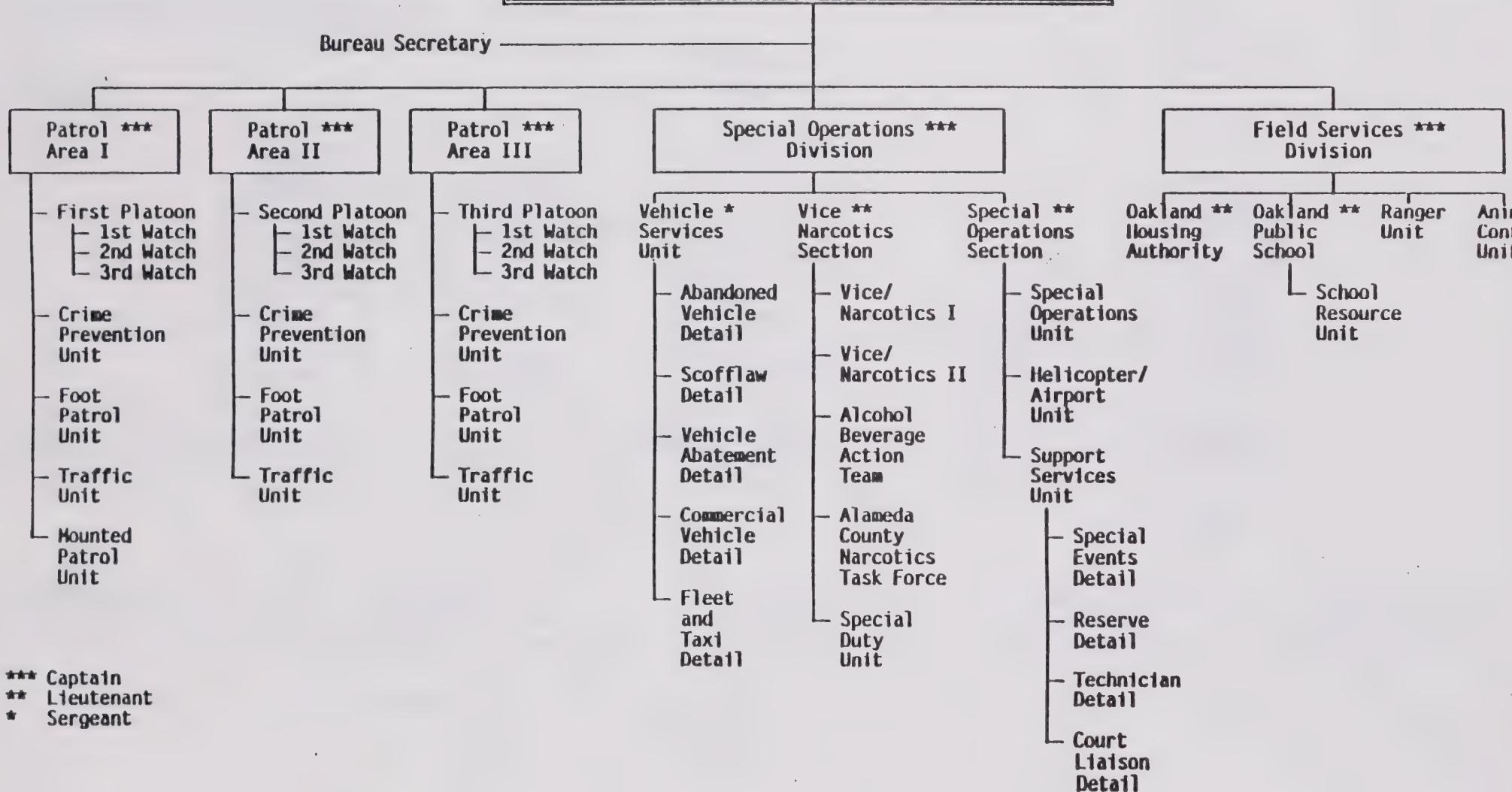
BUREAU OF INVESTIGATION

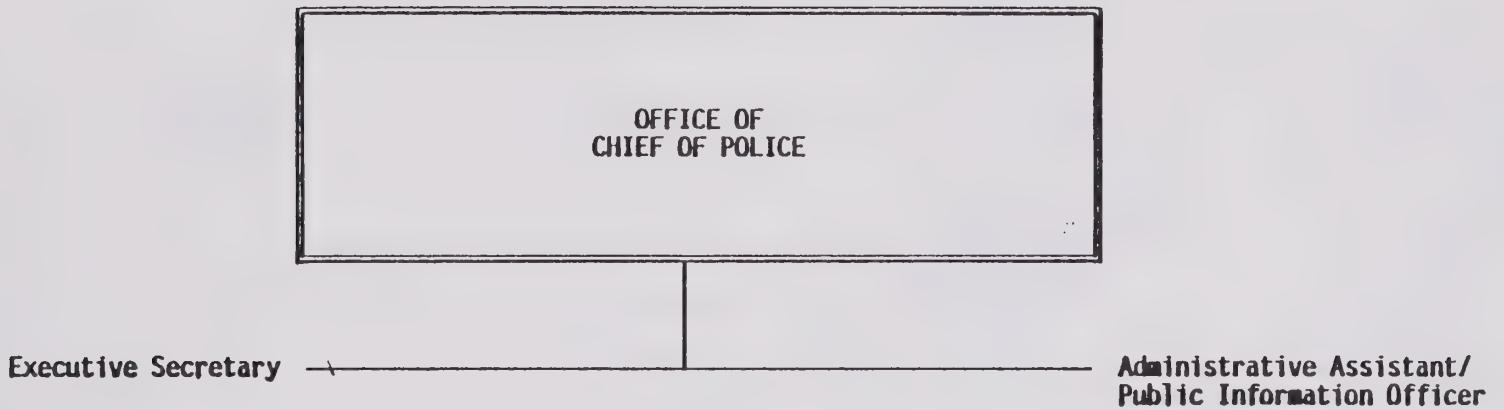


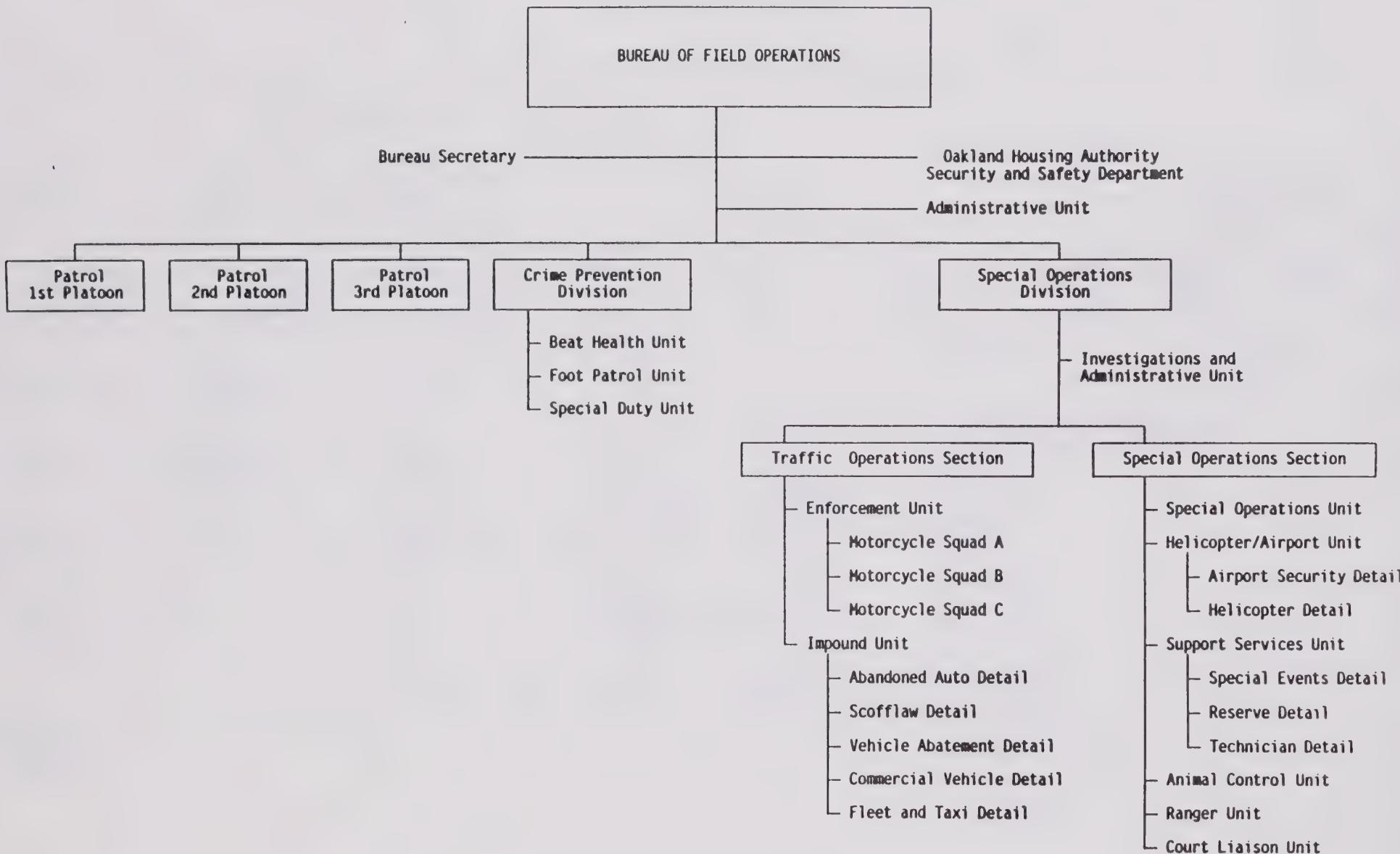
*** Captain
** Lieutenant
* Sergeant

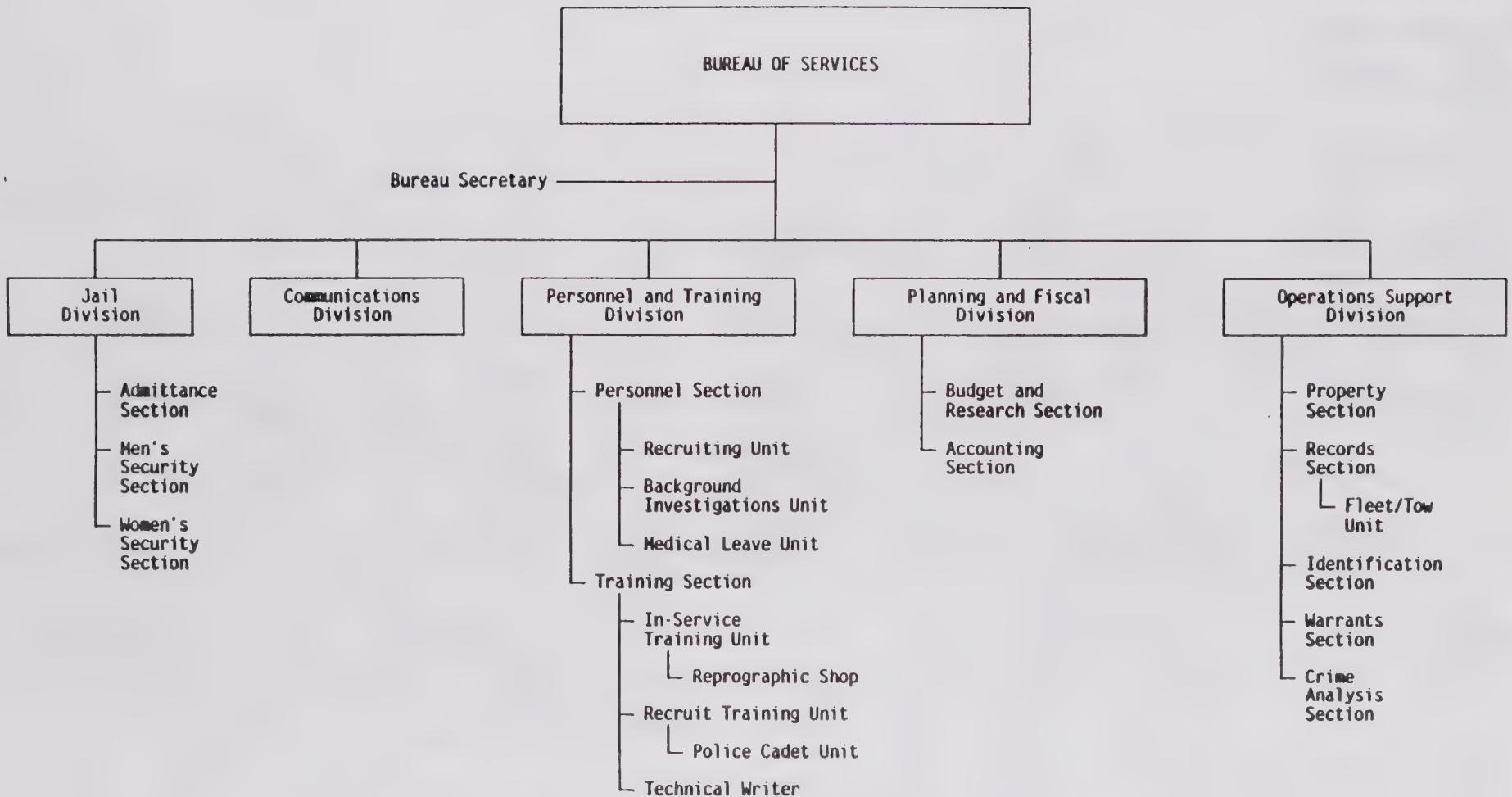
Investigative personnel will be assigned to geographic/area responsibility to the greatest extent possible.

BUREAU OF FIELD OPERATIONS

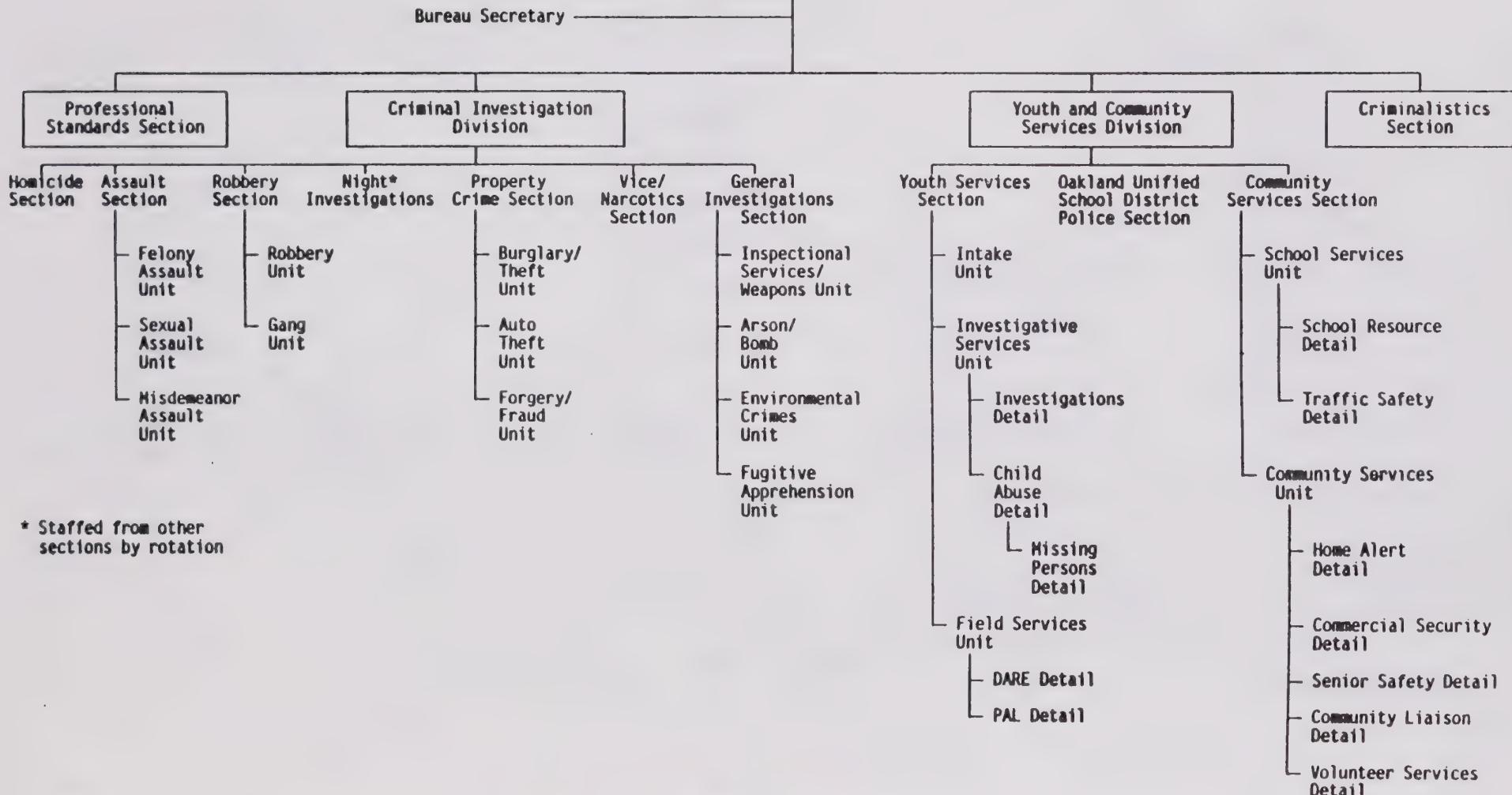








BUREAU OF INVESTIGATION



Bureau of Investigation

The bureau of investigation consists of two divisions and two sections.

Criminal Investigation Division - Charged with the responsibility of investigating crimes against persons and property, vice investigations, and other general investigations such as, inspectional services/weapons unit, arson/bomb, environmental crimes and the warrant/fugitive function.

Youth and Community Services Division - Consists of Youth Services (intake, child abuse and missing persons investigations), DARE, PAL, the Oakland Unified School District Police Section, and a wide range of community services functions.

Professional Standards Section - Divided into three units (administrative, inspections and investigative), this is the department's internal investigations function.

Criminalistics Section - Staffed by civilian employees, this section provides support to investigative units through its work with latent print, drug analysis, tracing and toolmark evidence.

Bureau of Services

The bureau of services consists of five divisions: the jail, communications, personnel and training, planning and fiscal, and operations support.

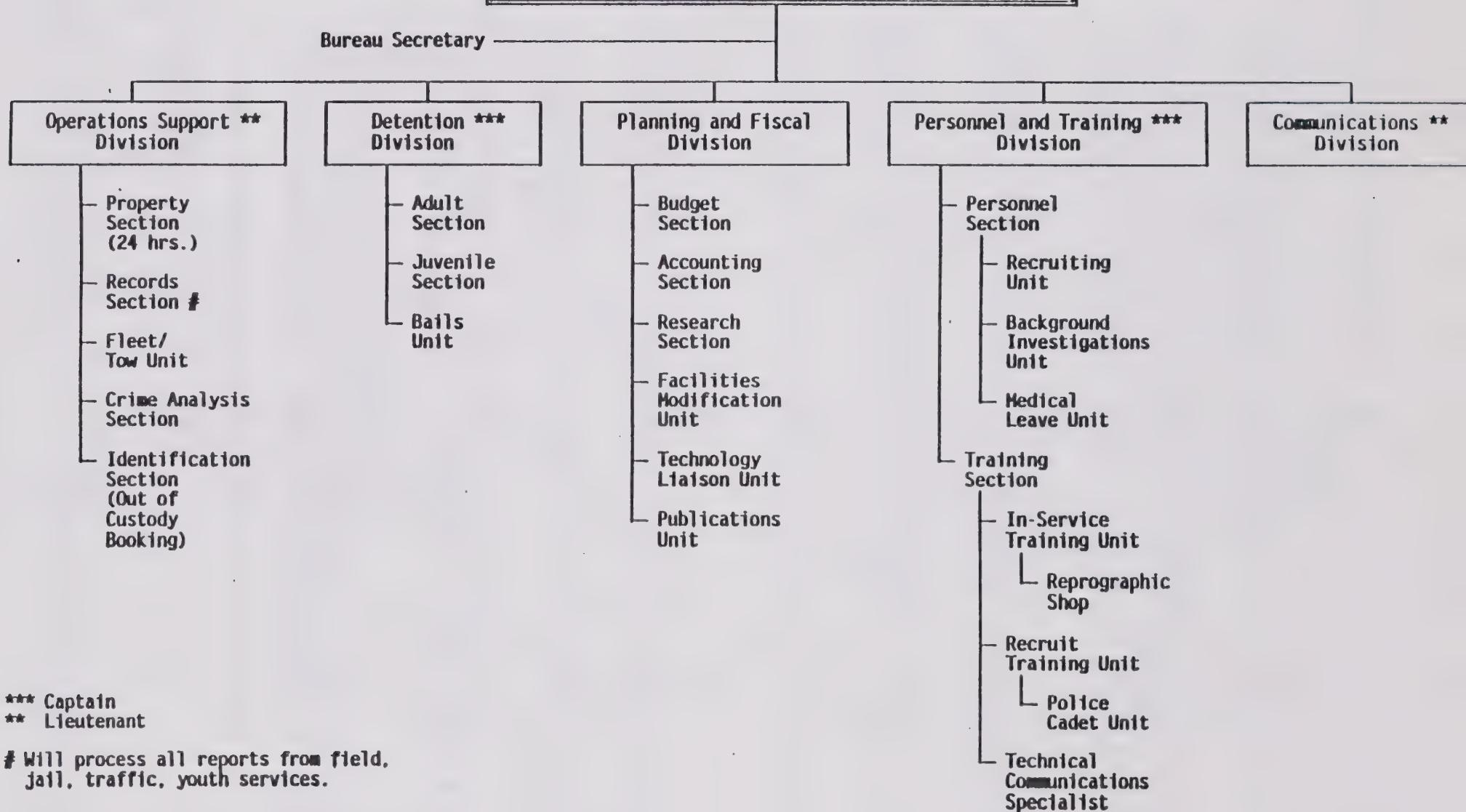
Jail Division - Sworn police personnel are represented only in command and supervisory roles. Male and female security and other admittance and administration tasks are performed by civilian jailers and other civilian staff.

Communications Division - Also predominantly staffed by civilian employees under the command and supervision of sworn staff, this is the public safety answering point for all public safety (enhanced 911) calls received by the city.

Personnel and Training Division - The personnel section works with city personnel to effect the recruitment and selection of recruit officers and civilian personnel, administration of the department's performance evaluation, promotional and other personnel processes. The division's other section (training) is for entry level, in-service, career development and specialty training of officers and civilians.

Planning and Fiscal Division - Divided into the budget and research section and the accounting section, a civilian staff is responsible for the preparation of the

BUREAU OF SERVICES



Under the current organization structure, the intelligence section has been directly responsible to the chief of police. This is not optimal; but in the department's proposed chart, dated October, 1995, the section is slated to be relocated under the bureau of investigations. This unit should be merged with the gang unit since many of their targets are the same. This is a far more logical placement for a component conducting intelligence gathering/investigative work.

Currently, the responsibility for vice and narcotics enforcement is placed with various narcotics units within the criminal investigations division, and in the patrol division. The department's proposed structure moves this responsibility to the special operations division. Bringing these units together under a single command will facilitate the drug control strategy described earlier.

Another change reflected in the department's proposed structure is to relocate school services function under the supervision of the Oakland Unified School district Police section, under a newly proposed field services division. This is an appropriate move.

PERF highly supports the creation of three decentralized, geographically-based patrol units capable of dealing with a wide range of district-based problems, including traffic. This will facilitate the department's move to make community policing as its primary operational strategy.

department's budget, internal accounting and typical research and development projects, including preparation of written directives.

Operations Support Division - This division is sub-divided into five sections. The property section is responsible for the receipt, maintenance and disposition of property and evidence in the department's care. The records section oversees the department's report flow and data maintenance, as well as the fleet and tow unit. The identification section takes and maintains photograph and fingerprint files, and the crime analysis section reviews reports, enters data and generates information useful to the solution of crimes and the capture of suspects.

Bureau of Field Operations

This bureau oversees the department's three patrol platoons, the crime prevention division and the special operations division. Also answering directly to the bureau deputy chief is the Oakland Housing Authority security and safety department.

Patrol Platoons - Accounting for the bulk of the department's staff and other resources, patrol officers are allocated to three platoons which provide 24-hour per day coverage.

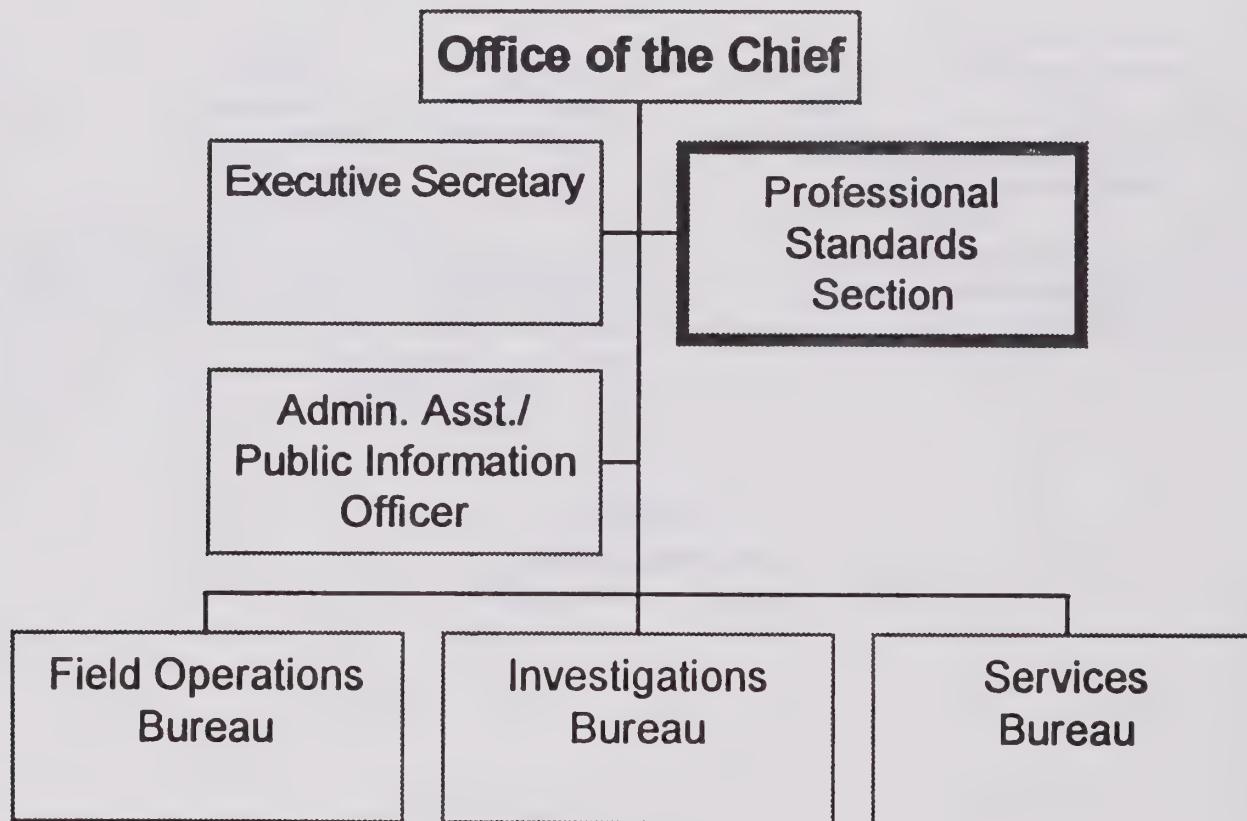
Crime Prevention Division - This division is responsible for the department's community policing initiative. The division also oversees the beat health unit, the foot patrol (and mounted officers), and the special duty unit.

Special Operations Division - This division consists of the traffic operations and special operations sections. Traffic operations is responsible for the motorcycle and impound units, while the special operations section provides other special operations support, airport security and helicopter support. This section also oversees the special events, reserve and technician details, and the animal control, ranger and court liaison units.

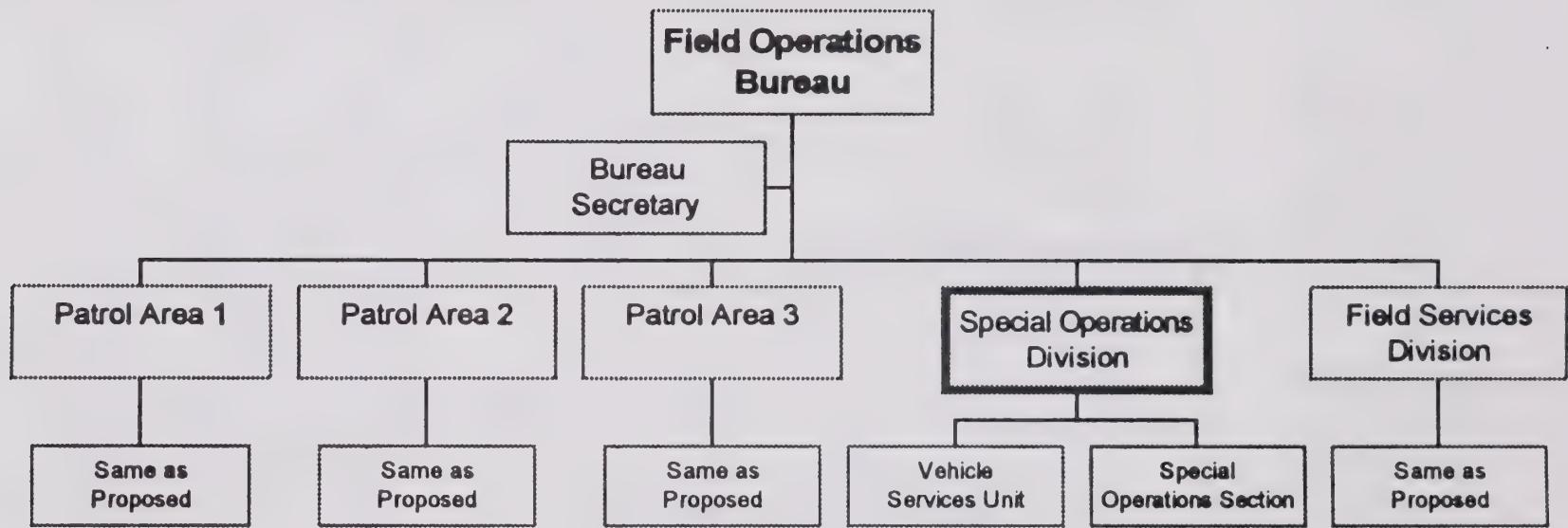
Findings and Observations

The organization is logically organized into three bureaus, each headed by a deputy chief of police. Only a few organizational components were found to situated illogically. First, in the current and proposed structures, the department has placed the professional standards section under the control of the Bureau of Investigation. This is a top priority in any police department. In light of the concerns expressed by some citizens interviewed by the PERF study team, the better placement of this section would be directly under the chief of police.

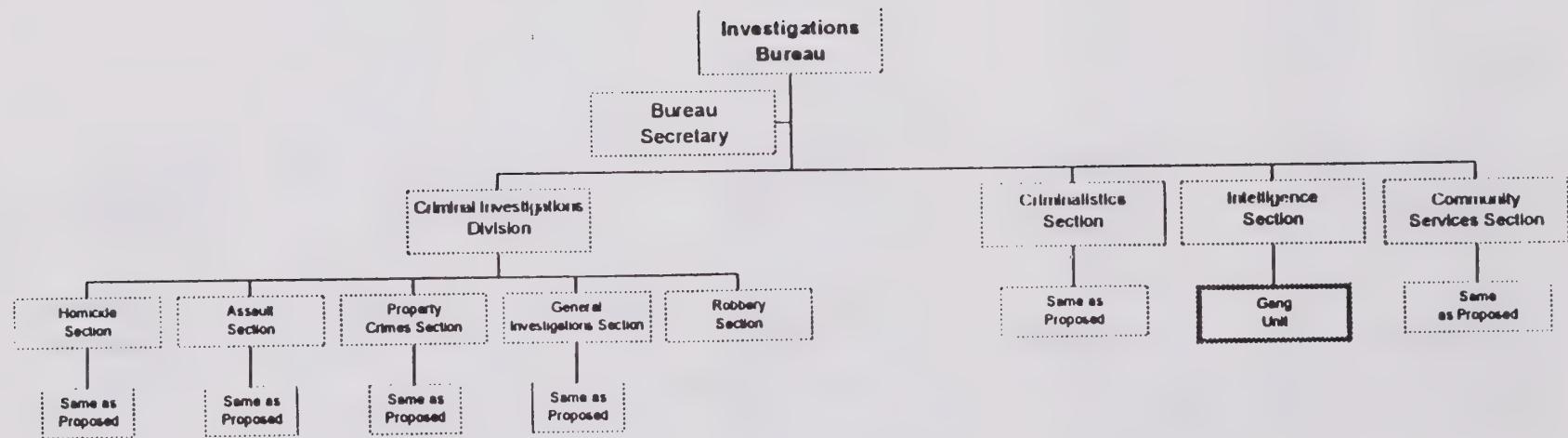
PERF'S PROPOSED ORGANIZATION CHART FOR THE OAKLAND, CA POLICE DEPARTMENT



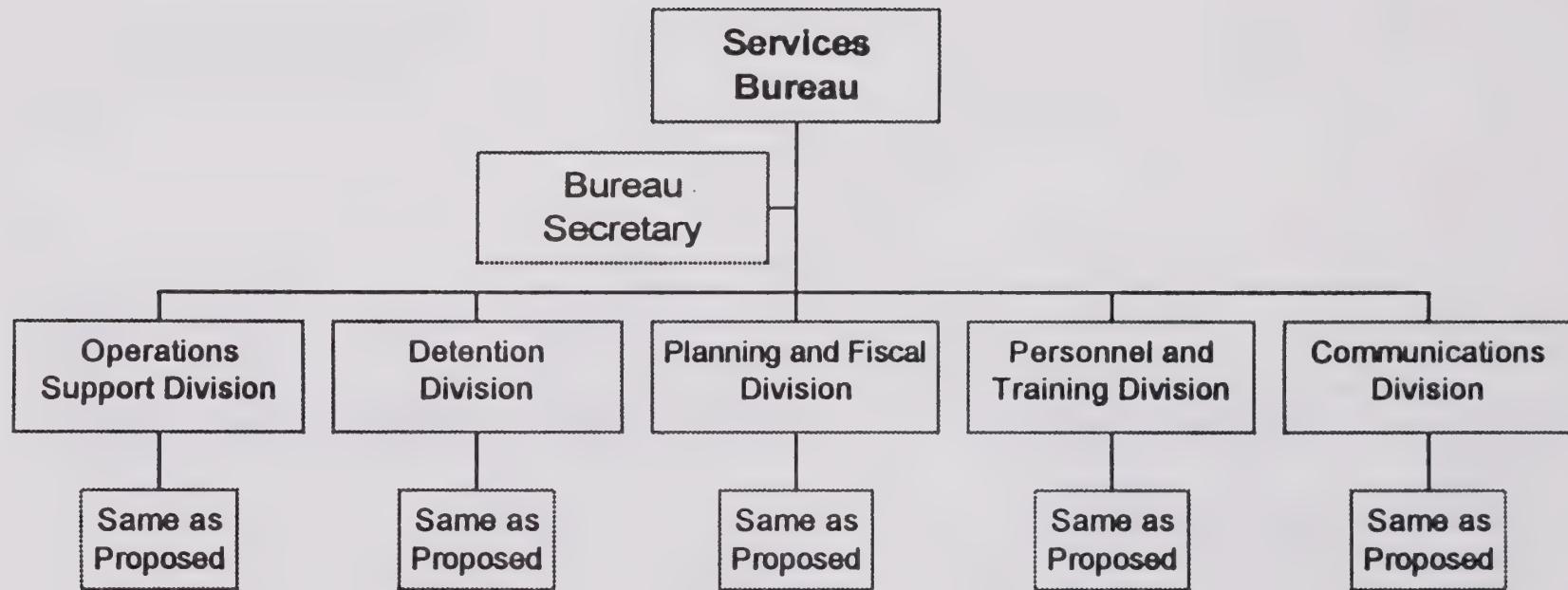
Dark bordered boxes indicate change from OPD proposal



Dark bordered boxes indicate change from OPD proposal



Dark bordered boxes indicate change from OPD proposal



Public Information Office

Background

The primary media that cover crime, disorder and the activities of the Oakland Police Department are the affiliate television stations of ABC, CBS, NBC and FOX, two local Hispanic television stations; The Oakland Post, The Monclairian, The Oakland Tribune, The San Francisco Examiner and Chronicle newspapers; and a host of local radio stations.

In the past, the department's posture on media relations is described to have been limited to required media releases and very little "pro active" contact with media representatives. Media releases, when approved, were most often prepared by the operational unit (usually investigative units) handling the incident. They were rarely timely or informative, which sometimes led to friction with the media and less than positive coverage of the police.

Only within the past year has there been an officer designated as public information officer (PIO). The responsibilities associated with public information are adjunct to the staff assistant to the chief of police, who is a police sergeant. In preparation of this role, the sergeant spent approximately three weeks observing the activities of and learning from the mayor's public information officer. Partially as a result of this "on the job training," the PIO now prepares press releases that better address the needs and style of the media.

Findings and Observations

Current public information and notification policies were last updated in July, 1994. They address the duties of the PIO and identify situations requiring commanders to notify the chief of police and a select group of city officials. However, a more comprehensive media relations policy is under development.

At the present time, when an incident occurs that is felt to be possibly newsworthy by the radio room personnel, they contact the appropriate commander and they may contact the PIO, and/or the chief of police. Written directives clearly identify situations that require other notifications to be made.

If the PIO is not initially contacted, the commander or the chief may direct that he be contacted. The PIO will respond if asked to or if he feels his presence is appropriate. The commanding officer may wait for the PIO to respond or he or she may elect to address

media inquiries personally or assign a subordinate to deal with media representatives. On average, it is reported that the PIO is called out once every two or three weeks.

The department does not object if the media prefers to make direct contact with an investigator, etc. rather than directing an inquiry through the PIO. These policies are intentionally flexible, allowing the media and police commanders a range of alternatives as circumstances differ. It is reported that no significant problems with media releases have resulted.

The PIO indicates it is his goal to have thoughtful, accurate and complete press release in the hands of the media within one hour of any noteworthy incident. To accomplish this, the PIO has access to a FAX system that has the capability to scan and direct a release to all designated media recipients within a few minutes. On a daily basis, at the patrol desk, the media is permitted to pick up copies of the department's daily log on which incidents are recorded. No redacting of victim or witness identities is performed prior to the release of these reports.

In addition to printed releases, the department makes an effort to meet the audio and video needs of the radio and television media by providing officers to be interviewed. When a particular media group has a special interest following, the department attempts to identify appropriate spokespersons (minority or foreign language speaking officers, etc). In fact, the PIO indicates these instances are felt to be positive recruitment opportunities and should be pursued whenever possible.

As a result of the relations that have been enhanced through the currently practiced procedures, the media has responded in a number of positive ways. Media reaction to accusations of police wrongdoing are reported to more reasoned and since most releases are prompt, the media has been patient when asked to hold a release for a reasonable time when ongoing investigation might be compromised by an immediate release.

There is no departmental policy in place with regard to "pro active" media releases. Scheduled releases have been employed to maximize opportunities to solicit community involvement in the solution of a crime or carefully released information in an effort to allay fear after a particularly heinous crime or series of crimes. The department has also used this tactic as a means to convey traffic accident, injury and violation statistics while presenting a visual display of the latest traffic "hardware and equipment." It is reported that when the department contacts the media to attend a scheduled press/media release, most media representatives attend.

Some departmental information is distributed through publications available to the public. For example, the Oakland Black Officers Association publishes a pamphlet entitled

What To Do If The Police Stop YOU and the department's crime prevention division publishes Community Beat, a flier that highlights units and personnel involved in crime prevention. These are positive public information tools. However, the department does not maximize the opportunity to use the media to convey other positive messages about the department and it's officers to the public. The department is working to address this need by hiring a police marketing specialist.

Other than crime information releases in which arresting/investigating officers are mentioned and occasional releases about exemplary performance or service, no human interest stories about officers or their off-duty activities are developed by the department.

It is well recognized by authorities in the field of police/media relations that relationships should never be developed during stressful situations. That is, a positive relationship should be developed between the media (which extends to the readers/viewers/listeners) and the police long before the police are tasked with the management of a particularly sensitive release. The department's current approach to release of critical information has done much to strengthen relations with the media and the public, but more could be accomplished. One network news executive puts it this way: "A story about an officer who is the department's best homicide investigator and also the little league coach of the team with the city's longest winning (or losing) streak, gets the department positive attention."

Media credentials, "Press Passes," are issued and regulated by the PIO. Media representatives are subject to the revocation of their passes, but to date, no misconduct has occurred that has warranted such action. Legitimate media may be permitted inside designated perimeter areas of crime scenes with the approval of the incident commander. They are, of course, restricted from areas where evidence could be destroyed or where it not safe. There are no written procedures that designate specific prohibitions.

During one of the PERF team visits, an on-duty police officer from a neighboring jurisdiction was murdered in Oakland. PERF team members observed the public information process and actual media relations, first hand. Within moments of the incident, the PIO was notified and he responded to the scene. Television news crews and print media representatives had monitored the original call on scanner radios and were already present at the scene.

With the approval of the incident commander (a police captain), media personnel were permitted into a portion of the restricted area where they had a vantage point but were not in danger of contaminating the crime scene. The suspect had already been arrested and removed, so there was no threat to personal safety. The PIO was promptly briefed by the incident commander and the ranking homicide official. Some discussion took place to

confirm what should be released, and within a few minutes, camera crews and print reporters were recording an interview with the homicide lieutenant. The PIO returned to police headquarters and prepared a written press release for distribution to all concerned media, which was available within an hour of the call.

Recommendations

1. A written policy and procedure document should be prepared that clearly identifies the instances when the PIO must be notified and specifically what information can and cannot be released by personnel other than the PIO. Each employee should be clearly informed as to the information that he or she is permitted to or prohibited from disseminating.
2. A notification roster should be developed and distributed to communications supervisory personnel that specifies who is to be informed when various types of incidents are confirmed. The current notification general order provides clear direction when the chief of police, the city attorney and other city officials are to be notified of specific incidents by command level personnel. The roster referred to in this recommendation is intended to direct communications personnel when to inform the PIO and other command personnel. In this way, it is ensured that the PIO and other appropriate personnel are notified when appropriate.
3. The department should adopt a policy that all media inquiries be channeled through the PIO. The PIO can refer the media to the appropriate officer or investigator when appropriate. However, by establishing a single point of contact, the department maintains an awareness of media interest, is able to direct the media to the most appropriate personnel, and can better control the release of information.
4. The department should streamline the release of daily log information. Rather than distributing raw forms containing all victim and witness information, the POI should prepare a daily release of incident information (for the past 24 hours -or over a weekend) for media release. Currently, this information is available for pick up, but it is thought that some news agencies prefer to obtain the information from other media sources rather than directly from the department. This may result in filtering of information released by the department. This could be avoided by making the information more readily available. Some department's prefer to make an audio recording of this information and allow the media to access it through a toll-free media hot line, which can also be used to pass along updates on other pending matters of media interest.

5. The department should formalize its efforts to pro-actively publicize positive aspects of the department and its personnel. Every command should be required to submit newsworthy items to the PIO on a weekly or monthly basis. Articles can be performance oriented (notable arrests, crimes solved, exceptional police services rendered, etc.) or about the department's personnel - both on and off duty activities.

Intelligence Section

The Intelligence Section reports directly to the chief. It is staffed by a sergeant and five officers. The section's primary tasks include monitoring and gathering intelligence on criminal activity, mostly on criminal drug gangs. This frequently overlaps the responsibility of the gang unit which gathers intelligence on the criminal enterprises associated with gang activity. However, the intelligence section does not engage in active law enforcement. This distinguishes it from Gang Intelligence, which does pursue criminal cases.

The section is also responsible for sensitive investigations involving police criminal conduct, such as burglaries or sexual assaults. Section personnel spend about five percent of their time in assisting the criminal investigations division in identifying suspects.

The unit also monitors civil disorder potential. This mainly involves intelligence regarding protests and demonstrations. In this regard, the section maintains contact with other area intelligence components to ensure the sharing of information that may have local impact.

The unit offers protection to visiting dignitaries, and works with the U.S. Secret Service in that capacity. It also shares intelligence with the Secret Service in that organization's anti-counterfeiting activities. The section is the department's point of contact for all federal agencies, including the FBI and DEA. The unit is a liaison with LEIU. This is a full time job for one of the unit's officers. That consumes 20% of section's resources. About 5% of the section's time involves being a liaison with parole and probation, and doing periodic parole sweeps.

The unit plays an active role in organizing task forces with federal agencies, and securing Oakland's share of asset forfeiture proceeds. Information that is useful to the chief of police and updates on Oakland's crime problems are relayed to the chief of police regularly.

Recommendation

1. The intelligence unit should be organizationally relocated to the Criminal Investigations Division and merged with the Gang Unit. The activities of this section are of interest to the chief and he should continue to be briefed on critical topics, but the day-to-day oversight of this type of unit is better suited for the criminal investigations division commander.

CHAPTER 4
BUREAU OF INVESTIGATIONS

CHAPTER 4 BUREAU OF INVESTIGATIONS

Background

The Bureau of Investigation is headed by a deputy chief who answers directly to the chief of police. The bureau is comprised of the Professional Standards Section, Criminal Investigation Division, Youth and Community Services Division, and the Criminalistics Section.

The level of cooperation and the willingness of personnel assigned to the various investigative functions to assist the PERF study team was exemplary. Staff members readily assisted the PERF team members with the collection of materials and responded to requests for statistical reports and other materials (which at times required manual collection and tabulation) in a timely manner. Members of the bureau expressed hope that the study will lead to improvements in the organization which will ultimately improve their ability to serve the community.

Professional Standards Section

The Professional Standards Section is commanded by a lieutenant who reports directly to the deputy chief in charge of the Bureau of Investigation and is comprised of the administrative, inspections and investigative units. The section is staffed by five sergeants, two officers (one is on extended loan from patrol), two administrative assistants and an administrative analyst II.

The administrative and investigative units work Monday through Friday with half of the personnel assigned to work from 7:00 a.m. until 3:00 p.m. The remaining staff work from 8:00 a.m. to 4:00 p.m. (the late shift). The administrative analyst assigned to the Inspection Unit also has weekends off and is scheduled to work from 9:00 a.m. until 1:00 p.m.. A more detailed description of the staffing levels and areas of responsibility for each of the units is included later in this section of the report.

Administrative Unit

The Administrative Unit consists of a sergeant, who functions in an administrative capacity, a police officer and two administrative assistants. Much of the work performed by the unit is administrative in nature and includes responses to requests for information from the city legal department regarding issues which are in litigation, answering interrogatories, Pitchess motions, and providing information and support to the Citizens Police Review Board.

An analyst assigned to the section has created a number of statistical reports that provide the nature and status of all complaints filed, by division. The reports are distributed monthly and were used to develop Table 4.1 (below). The analyst also sends out approximately 30 questionnaires a month to complainants as a means to assess the performance of the professional standards section staff.

Investigative Unit

The Investigative Unit is staffed by four sergeants (one functions as a coordinator/investigator) and two police officers who investigate allegations of misconduct by employees of the department. Complaints of a minor nature are sent to the division level for follow-up.

Investigations were previously conducted by police officers, but sergeants were transferred to the section in September of 1994. A brochure distributed by the department encourages citizens to either write or come in person to the professional standards office on

the eighth floor of police headquarters to file complaints. On weekends and after hours complainants are instructed to contact the Patrol Division desk officer.

Investigations are generally expected to be completed within 45 working days (though more complex cases take much longer). According to professional standards personnel, formal investigations are always initiated when there are allegations of the following.

1. Complaints which are sexual in nature
2. Harassment
3. Gross misconduct
4. Use of Excessive force
5. Use of racial slurs

The City of Oakland has established a Citizens Police Review Board (CPRB). The board, which consists of seven members who are appointed by the mayor, meets twice a month on the second and fourth Thursdays. A representative from the Professional Standards Section attends all meetings to act as a resource on matters of policy clarification. Citizens can bring complaints directly before the CPRB, however, those which are non-force related are referred to the Professional Standards Section. The board sends out hearing notices. If it is determined at the hearing that a complaint has merit, it is forwarded via the city manager to the police department for investigation.

The CPRB entered into a memorandum of understanding with the Police Association wherein the board will not seek subpoena power if officers voluntarily attend two thirds of the meetings. In reality, officers attend more frequently than the complainants. Although the CPRB has the authority to access professional standards records, historically, they have not requested to do so.

Table 4.1, shows that the number of complaints have grown steadily from 224 in 1989 to 695 last year. During the same time frame, the number of complaints generated from personnel within the department has dropped to less than ten percent (9.3%).

Table 4.1 Professional Standards Section Complaints 1989 - 1994**

YEAR	Number of Complaints	% Citizen Initiated	Excessive Force	Racial Slurs
1989	224	74.6%	122	1
1990	249	81.1%	115	2
1991	251	71.3%	132	5
1992	343	67.9%	128	2
1993	526	78.3%	177	1
1994	695	90.7%	227	11

**NOTES The force figures for 1992-1994 may be inflated due to a 1992 change in policy whereby force complaints received by the City Attorney's Office and Citizen Police Review Board (and forwarded to PSS) were included in the PSS annual count. It should be noted that for the years of this chart only one (the most serious) allegation was counted for each complaint. Beginning 1994, complaints as well as allegation are being tracked. As a consequence of these various changes in counting procedures, the ability to compare trends from one year to the next is diminished.

The Professional Standards Section keeps statistics on the administration of discipline. Although largely dependent upon the seriousness of the misconduct, discipline is incremental and generally progresses as follows.

1. Counseling and training
2. Oral reprimand
3. Written reprimand
4. Suspension without pay
5. Fine
6. Reduction in rank
7. Termination

The department has been contemplating a proactive, non-disciplinary program (Early Intervention System) to identify and positively influence conduct and performance related problems exhibited by police employees. A committee which included members of the professional standards section, personnel and training division, patrol division (field

training), the Oakland Police Officers Association and a representative from Occupational Health Services was formed to study a successful program adopted by the Long Beach Police Department.

The committee was impressed with the results of the Long Beach program which provides for an alternative (panel review) to identify and resolve questionable performance or misconduct rather than a formal investigation. The committee felt that a similar program would decrease civil liability by seeking greater policy compliance, reduce personnel complaints and result in a higher level of public confidence in the department and its members. A final proposal to implement an Early Intervention System in Oakland is due to be forwarded by the committee to the police chief in December of 1995.

Civilian Review Board

In 1979 the City of Oakland instituted a Citizens' Police Review Board. The Board was established to review incidents involving use of excessive force by Oakland Police Officers in an effort to bridge the gap of trust between the community and the police in such matters. Initially, the Board was created for a one year period. The Board consisted of a seven person panel appointed by the Mayor. The Board was granted original jurisdiction over citizens' complaints of excessive use of force by police officers, and appellate jurisdiction over citizens' complaints of non-force misconduct by police officers which had been investigated by the Professional Standards Section of the Police Department. After the one year test period, the City Council extended the existence of the Board, and later made it a permanent entity.

The board has concurrent jurisdiction over citizens' complaints which allege the use of excessive force by officers. The Oakland Police Department, Professional Standards Section, concurrently oversees or investigates all complaints against officers including excessive use of force. In cases where the citizen is not satisfied with the Department's findings, the citizen may file an appeal with the Board.

The board completes a fact finding investigation only of each incident under review. They take into account all pertinent City and Police Department rules and regulations in making its findings. The burden is placed on the complainant or appellant to prove, by a preponderance of the evidence, the allegation of the complaint. The Board attempts to complete the review within 30 days of its filing.

The board conducts hearings and has the power to subpoena witnesses regarding the complaint, however, it does not have the power to subpoena police officers. The hearing is conducted in an informal format and complainants, witnesses and police officers may bring legal counsel. The Board is restricted by law what information they may release publicly

about investigations. The recommended Board findings are forwarded, in writing, to the City Manager.

Oakland Citizens' Complaint Board Statistics	91	92	93	94
I. TOTAL COMPLAINTS / APPEALS RECEIVED	70	50	30	31
A. Number of Excessive Force Complaints	59	42	24	25
B. Number of Appeals	11	8	6	6
II. TOTAL COMPLAINTS / APPEALS ACTED ON	65	38	25	56
A. Via Consent Dismissal Calendar	51	26	12	33
B. Via Hearings:	14	12	13	23
1. Sustained Findings	0	2	8	4
2. Complaints Not Upheld	14	10	5	12*
III. TOTAL NUMBER OF OFFICERS REQUESTED TO APPEAR BEFORE THE BOARD	26	31	22	55
A. Total Number of Officers Present	23	21	14	40
B. Total Number of Officers Absent	3	10	8	15
IV. TOTAL NUMBER OF CITIZENS REQUESTED TO APPEAR BEFORE THE BOARD	14	14	13	26
A. Total Number of Citizens' Present	9	8	10	18
B. Total Number of Citizens' Absent	5	6	3	8
V. TOTAL NUMBER OF CASES CARRIED OVER	41	53	48	23

* 7 cases were dismissed by the Board with no findings made.

In March, 1995 the Public Safety and Human Services Committee evaluated recommendations made by Board. The recommendations were designed to improve the Boards' effectiveness and expand its jurisdiction. Sixteen recommendations were made and seven of those would require creating legislation and negotiations with the Oakland Police Officers' Association. The recommendations were given to the Employee Relations

Manager, who is the formal negotiator in the collective bargaining process for the City of Oakland and the Police Association.

It was evident from discussions with study groups and in the Boards' recommendations, that a perception problem exists with the Police Department not publicly sharing information about the Citizens' Police Review Board.

Findings and Observations

The Professional Standards Section has no established written goals or objectives. Policy and procedures are not periodically reviewed and updated. For example, General Order 60-60 (Complaints Against Departmental Personnel or Procedures), was last revised on April 23, 1979 and the Manual of Rules, Chapter IV,(Departmental Discipline), was issued January 1, 1980.

As in other Bureau of Investigations components, the investigators complete their own reports on computers and use software that they have personally purchased. Sworn statements are not transcribed. A synopsis of the statements taken from complainants are prepared by investigators.

Since there is only one vehicle is assigned to the professional standards section, personnel must frequently borrow vehicles from other units or sacrifice productivity by doubling up. The section does not have adequate phones in the offices nor do they have a cellular phone.

Professional standards does not respond to officer involved shootings and will only initiate an investigation if directed by the chief or deputy chief at the conclusion of the CID investigation.

Three of the investigators (transferred into the section last fall) attended a training session on Internal Affairs at San Jose State, the other personnel have not had any training.

Records are maintained for five years and then microfilmed. A bonded company provides storage for original copies of records which have been microfilmed.

As required under Section 832.5 of the Penal Code, the Professional Standards Section has developed and distributed an excellent brochure which outlines citizen complaint procedures. The section also distributes another pamphlet, entitled "What to do if the Police Stop You" that was developed by the Oakland Black Police Officers Association.

Recommendations

1. The Professional Standards Section should be organizationally relocated to the office of the chief. Especially when there is community concern about the accountability of police officers, the responsibility for this function should be given the highest priority.
2. The Professional Standards Section should establish written goals and objectives.
3. In accordance with the committee report, the department should implement an Early Warning System (similar to Long Beach program) as soon as possible.
4. Policy and procedures should be periodically reviewed and updated. Rewrites of the Manual of Rules, Chapter IV, Departmental Discipline and General Order 60-60, Complaints Against Departmental Personnel or Procedures, are both long overdue.
5. The Professional Standards Section should be assigned additional vehicles. It is inefficient for investigators to double up in a single vehicle or have to routinely borrow vehicles.
6. The section should be provided with sufficient clerical support to keep investigators from having to routinely process reports and perform other clerical tasks. Clerical duties can be far more economically performed by civilian employees, thus freeing sworn investigators to perform tasks they were assigned to complete.
7. Personnel assigned to this section should be provided with adequate telephones in their individual work spaces and they should have access to cellular phones. Telephones are recognized as basic investigative tools. An inadequate number of telephones contributes to unacceptable working conditions.
8. The section should respond to all officer involved shootings (when a person is struck or the officer intended to strike a person) to conduct a bifurcated investigation (separate from the CID investigation) with the specific purpose of determining policy compliance and the identification of training issues. Shootings that do not meet this criteria (destroying an animal, accidental discharges without injury, etc.) could be handled by supervisory personnel but should be reviewed by the professional standards section.
9. The section should be exempt from the requirements set forth in the transfer policy (General Order B-4).

10. Investigators who have not been provided any internal affairs training should be sent to a POST approved course as soon as practicable.
11. The department must take additional steps to convey the fairness and objectivity of the internal investigation process to the citizens of Oakland. As noted in Chapter Two of this report, there is considerable distrust among certain segments in the community with regard to the department's efforts to hold officers accountable for their actions. The brochures distributed by the section are a step in the right direction, but it is apparent that some segments of the community have not been reached or convinced that the process works for them.

Criminal Investigation Division

The Criminal Investigation Division is commanded by a captain who answers directly to the deputy chief in command of the investigative bureau and is comprised of the following sections: homicide, assault, robbery, property crime, general investigations and vice/narcotics, each headed by a lieutenant. While the organizational chart (General Order A-3, revised October 24, 1994) shows a night investigations section, it was discontinued in January after being in operation for approximately one year.

Homicide Section

The homicide section is commanded by a lieutenant and staffed by eleven sergeants (who function as investigators) and a police records specialist. An additional sergeant is on loan to crimes against property. All of the investigators assigned to the homicide section work one of three day-shift schedules that collectively provide coverage from 7:00 a.m. until 5:00 p.m., Monday through Friday. The section is responsible the investigation of all homicides including murders, incidents of sudden infant death syndrome, suicides, unattended deaths and serious felony assaults where the victim(s) are not expected to survive (even when the victims improve, responsibility for these cases is retained by the homicide section).

As shown in Table 5.2, the number of homicides occurring in Oakland have decreased over the past two years. In fact, there were fewer homicides in 1994 (151) than in any of the past five years. It should be noted that during the same time frame, the number of cases cleared by the homicide section has dropped steadily from a high of 117 (71% of the cases) in 1992, to 80 last year for a 53% percent clearance rate.

The reduction in clearances is attributed to the greater difficulty in closing murders that are drug-related (at least 33% last year). It is becoming increasingly difficult to find witnesses in drug-related murders. Witnesses are reluctant to come forward because they fear that their identity will become known and the suspect or an associate will take retribution on them or their families.

While investigators were previously able to motivate some witnesses with informant funds, this now occurs much less frequently. When queried, representatives from the Alameda County District Attorney's Office supported this explanation for the reduction in clearances. It was further reported by the staff of that office that the individuals assigned to the section were some of the most competent investigators within the department and all of Alameda County.

The section handled 749 cases in 1993, for an average case load of 5.6 per month, per investigator. In 1994, the number of cases dropped to 633 for a reduction in the average monthly case load to 4.8 cases.

Table 4.2 Comparison of Homicides and Clearances for 1990 - 1994

Year	1990	1991	1992	1993	1994
Homicides	161	165	175	167	151
Justifiable or Accidental	12	13	16	9	5
% Justifiable or Accidental	7%	8%	9%	6%	3%
Drug Related	51	28	54	45	50
% Drug Related	32%	17%	31%	27%	33%
Cleared Cases	114	117	101	83	80
% Cleared Cases	71%	71%	58%	50%	53%

Assault Section

The assault section is commanded by a lieutenant and has an authorized strength of twelve sergeants (one is on loan to administration), five officers (two positions are vacant), and a police records specialist. The section is responsible for the investigation of all felony, sexual and misdemeanor assaults that occur within the city. The section is comprised of the following components: felony assault unit, sexual assault unit, and the misdemeanor assault unit.

Felony Assault Unit

This unit investigates all felony assaults (assaults with a deadly weapon), hate crimes and kidnapping incidents. The six investigators assigned to the unit work Monday through Friday and, due to flexible scheduling, provide coverage from 6:00 a.m. until 6:00 p.m.. As shown in Table 4.3, the felony assault unit reviewed 4,781 cases in 1993, assigned 3,613 of the cases (75.5%) and cleared 2,604 of them for a clearance rate of 54.1%.

A total of 3,923 cases were reviewed in 1994, investigators were assigned 3,017 of the cases (76.9%) and cleared 2,199 of them for a clearance rate of 56.0%. The average case load per investigator dropped by nearly 100 cases a year from 50.1 per month in 1993, to 41.9 per month last year.

Table 4.3 Felony Assault Unit Workload and Clearance Rate

Year	1993	1994
Reports Reviewed	4,781	3,923
Reports Assigned	3,613	3,017
Reports Filed w/out invest.	1,168	906
Total Reports Cleared	2,604	2,199
Percent Cleared	54.4%	56.0%
Average Monthly Case Load	50.1	41.9

Sexual Assault Unit

This unit investigates all rapes, assaults with intent to commit rape, indecent exposure, sexual battery (touching), forced oral copulation, penetration with a foreign object, spousal rape and sodomy. The four investigators assigned to the unit work Monday through Friday and, provide coverage from 7:00 a.m. until 4:00 p.m..

As shown in Table 4.4, the sexual assault unit reviewed 562 cases in 1993. All were assigned for investigation. A total of 47 cases were unfounded and 195 of them were cleared for a clearance rate of 37.8%. In 1994, the sexual assault unit reviewed 586 cases. Again, all of the cases were assigned for investigation, 23 were unfounded, and 220 were cleared for a clearance rate of 39.0%. The average monthly case load per investigator increased slightly from 15.6 in 1993, to 16.2 last year.

Table 4.4 Sexual Assault Unit Workload and Clearance Rate

	1993	1994
Reports Reviewed	562	586
Reports Assigned	562	586
Reports Filed w/out invest.	0	0
Total Reports Cleared	195	220
Percent Cleared	37.8%	39.0%
Average Monthly Case Load	15.6	16.2

The Misdemeanor Assault Unit

This unit investigates all misdemeanor assaults, including domestic violence, domestic disputes, disturbances of the peace, batteries and stalkings. The four investigators (officers) assigned to the unit work Monday through Friday and, due to flexible scheduling, provide coverage from 6:00 a.m. until 4:00 p.m.

Table 4.5, shows that the misdemeanor assault unit reviewed 9,573 cases in 1993. Investigators were assigned 7,858 of the cases (82%) and cleared 5,199 of them for a clearance rate of 54%. A total 10,088 cases were reviewed in 1994. Investigators were assigned 7,793 of the cases (77%) and cleared 4,025 of them for a clearance rate of 39.8%. The average monthly case load per investigator dropped slightly, from 218.27 in 1993 to 216.47 last year.

Table 4.5 Misdemeanor Assault Unit Workload and Clearance Rate

	1993	1994
Reports Reviewed	9,573	10,088
Reports Assigned	7,858	7,793
Reports Filed w/out invest.	1,715	2,295
Total Reports Cleared	5,199	4,025
Percent Cleared	54.3%	39.8%
Average Monthly Case Load	218.27	216.47

Robbery Section

The robbery section is commanded by a lieutenant and has an authorized strength of 10 sergeants (1 is on loan to administration). The section investigates all robberies which take place within the city and is responsible for tracking gangs and their activities. The robbery section is comprised of the robbery and gang units.

The Robbery Unit

This unit investigates all armed robberies, strong armed robberies, purse snatches and pick pocket cases. The nine investigators assigned to the unit work Monday through Friday and, due to flex scheduling, provide coverage from 7:00 a.m. until 5:00 p.m..

As shown in Table 4.6, the Robbery Unit reviewed 4,755 cases in 1993, assigned 1,951 of them (41%) and cleared 860 of the cases for a clearance rate of 18%. In 1994 the Robbery Section reviewed 4,312 cases. Investigators were assigned 1,657 of the cases (38%) were assigned and 835 cases were cleared for a clearance rate of 19.3%. The average monthly case load per investigator decreased from 18.06 in 1993, to 15.34 last year.

Table 4.6 Robbery Unit Workload and Clearance Rate

Year	1993	1994
Reports Reviewed	4, 755	4,312
Reports Assigned	1, 951	1,657
Reports Filed w/out invest.	2, 804	2,655
Total Reports Cleared	860	835
Percent Cleared	18.0%	19.3%
Average Monthly Case Load*	18.06	15.34

*Based on nine investigators.

The Gang Unit

This unit consists of three sergeants and five officers, broken down into three gang task forces--Asian, Hispanic, and Black.

It is reported that the criminal segment of the Asians community is involved in drugs (China white), gambling, loansharking, and prostitution. The sergeant of the Asian Task Force speaks three dialects of Chinese, has been a beat officer in Chinatown and sometimes acts as liaison to the Chinese community. However, the Asian population is more diverse than just Chinese. The department does not have an officer who is fluent in Vietnamese, which presents some difficulty as the department must rely on interpreters.

Likewise, all Hispanic gang members are not Mexican. They also come from Central America (Honduras, Guatemala, etc.) and are often illegal aliens. Most of the Hispanic gang members are teenagers, generally ranging from 14 - 20 years of age. Consequently, unit members often also deal with parents and grandparents.

The third component of the gang unit deals with Oakland's Black gangs. Language is not an issue with these groups. Much of the concern about black gang criminal enterprise has to do with drug dealing.

Two police review board members have drafted a proposal calling on the department to provide incentive pay to officers who learn a second language, and to bilingual officers who put their skills to use on the job. This measure is intended to resolve language difficulties throughout Oakland. The problem extends beyond gang unit officers. For example, the officers policing predominantly Spanish speaking Fruitvale do not speak the language.

Members of the (Hispanic) gang unit also monitor outlaw motorcycle gangs. These officers may assume or join an investigation whenever gang involvement is reported or suspected. The primary activities of these units are:

- Investigate gang related activity and incidents. These can range from a shooting or assault to a presence at such Festivals as Cinco de Mayo.
- Gather intelligence about gang activities and members. This involves identifying members of gangs and maintaining lines of communications with informants and gang unit officers from other agencies.

In addition to gathering intelligence, these are enforcement units. Enforcement activities include serving search warrants and assisting in probation and parole violator apprehensions. Officers work in undercover clothing, donning raid jackets when necessary, but not in uniform.

Property Crimes Section

The property crimes section is commanded by a lieutenant and staffed by 15 sergeants, 3 police officers, and 2 police records specialists. The section is comprised of the following components, burglary/theft unit, auto theft unit, forgery/fraud unit and misdemeanor theft unit. Personnel assigned to the property crimes section are responsible for the investigation of burglaries and thefts that occur within the City of Oakland. Slated to take effect in January, 1996, the section assume responsibility for the investigation of all thefts which take place on school property and all thefts committed by juveniles (robberies excepted). These crimes are currently investigated by the youth services division.

Burglary/Theft Unit

This unit investigates all residential, commercial, and auto burglaries and all felony thefts including embezzlement, fraud, contract fraud, cellular fraud, and possession of stolen property. The seven investigators assigned to the unit work Monday through Friday and, due to flexible scheduling, provide coverage from 6:30 a.m. until 6:00 p.m. Cases are assigned based upon the area in which they occur. An investigator responsible for each district. Due to a particularly high volume of this type of crime, two investigators are assigned to districts 1 and 5.

Table 4.7 shows that the burglary/theft unit reviewed 18,829 cases in 1993, assigned 3,479 of them (18.4%) and cleared 1,240 of the cases for a clearance rate of 6.59%. A total of 18,005 cases were reviewed by the unit in 1994. Investigators were assigned 3,038 of the cases (16.8%) and cleared 1,158 of them for a clearance rate of 6.43%. The average monthly case load per investigator dropped from 32.2 cases in 1993, to 28.1 last year.

Table 4.7 Burglary/Theft Unit Workload and Clearance Rate

Year	1993	1994
Reports Reviewed	18,829	18,005
Reports Assigned	3,479	3,038
Reports Filed w/out invest.	15,349	14,967
Total Reports Cleared	1,240	1,158
Percent Cleared	6.59%	6.43%
Average Monthly Case Load	32.2	28.1

*Based on nine investigators.

Auto Theft Unit

This unit investigates all auto thefts, embezzlement of vehicles and removal of vehicle identification number plates. In addition they are responsible for the recovery and prosecution of all cases where vehicles are stolen outside the city limits but are recovered within the city. The auto theft investigators (3 sergeants and 1 investigator) work from Monday through Friday and provide coverage from 6:30 a.m. until 6:00 p.m. One of the investigators is assigned to the impound function and also works a limited number of cases and the other two handle a case load and take care of the in-custody cases. The unit's administrative sergeant also carries a case load.

As shown in Table 4.8, the auto theft unit reviewed 9,954 cases in 1993, assigned 4,297 of them (43%) and cleared 865 of the cases for a clearance rate of 8.69%. Reports of auto thefts increased by more than 22% in 1994 to 12,788. Investigators were assigned 2,153 of the cases (16.8%) (765 of the cases were in-custody) and cleared 875 cases for a clearance rate of 6.84%. The average monthly case load per investigator dropped from 89.52 in 1993, to 44.85 last year.

Table 4.8 Auto Theft Unit Workload and Clearance Rate

Year	1993	1994
Reports Reviewed	9,954	12,788
Reports Assigned	4,297	2,153
Reports Filed w/out invest.	5,657	10,635
Total Reports Cleared	865	875
Percent Cleared	8.69%	6.84%
Average Monthly Case Load*	89.52	44.85

*Based on four investigators.

Forgery/Fraud Unit

This unit is responsible for the investigation of all frauds involving checks, the forgery of both monetary and identification documents, credit card fraud, forged credit cards, false impersonation frauds, possession of stolen credit cards and counterfeit monetary documents. Table 4.9 shows that the Forgery/Fraud Unit reviewed 1,278 cases in 1993, assigned 579 of them (45%) and cleared 279 of the cases for a clearance rate of 21.83%. A total of 904 cases were reviewed in 1994, investigators were assigned 340 of the cases (37.6%) and cleared 240 of them for a clearance rate of 26.55%. The average monthly case load per investigator dropped from 24.1 cases in 1993, to 14.1 last year.

Table 4.9 Forgery/Fraud Unit Workload and Clearance Rate

Year	1993	1994
Reports Reviewed	1,278	904
Reports Assigned	579	340
Reports Filed w/out invest.	699	564
Total Reports Cleared	279	240
Percent Cleared	21.83%	26.55%
Average Monthly Case Load*	24.1	14.1

*Based on 2 investigators.

Misdemeanor Theft Unit

This unit, which is comprised of three investigators, is responsible for the investigation of all petty thefts (thefts with a value of under \$400.00), shoplifting, defrauding an innkeeper, defrauding a taxi driver, and misappropriation of lost property.

As shown in Table 4.10, the unit reviewed 4,184 cases in 1993, assigned 1,277 of them (30.5%) and cleared 1,262 of the cases for a clearance rate of 30.16%. In 1994 the unit reviewed 4,051 incident reports. Investigators were assigned 2,829 of the cases (69.8%) and 1,069 cases were cleared for a clearance rate of 26.39%. The average monthly case load per investigator increased from 35.4 cases in 1993, to 78.6 last year.

Table 4.10 Misdemeanor Theft Unit Workload and Clearance Rate

Year	1993	1994
Reports Reviewed	4,184	4,051
Reports Assigned	1,277	2,829
Reports Filed w/out invest.	2,907	1,222
Total Reports Cleared	1,262	1,069
Percent Cleared	30.16%	26.39%
Average Monthly Case Load	35.4	78.6

General Investigations Section

The general investigations section is commanded by a lieutenant and has an authorized strength of 7 sergeants, 13 police officers, 6 police records specialists and a police records supervisor. The section is comprised of the following units: inspectional services, weapons, arson/bomb, environmental crime, fugitive/warrants, warrant service, and fugitive apprehension. All of the personnel assigned to General Investigations work Monday through Friday and provide coverage from 7:00 a.m. until 6:00 p.m. A further description of the staffing levels, type of cases handled by each of the components, as well as clearance rates and the average monthly case load for each of the units follows.

Inspectional Services Unit

This unit is staffed by a sergeant (who functions as the unit coordinator and also carries a case load), two investigators, and a police records specialist. The unit handles misdemeanor crimes such as vandalism, violations of the Oakland Municipal Code, animal complaints, and annoying phone calls. They also have oversight and regulatory responsibility over second hand dealers (which includes scrap yards and flea markets), pawn shops, firearms dealers, watchmen and private patrol operators. Additionally, the unit issues permits to local businesses for closeout sales and reviews pawn shop cards forwarded by other agencies of pawns by Oakland residents. In 1994, the Inspectional Services Unit reviewed 3874 cases, filed 2,144 without investigation, unfounded 183 and cleared 664 for a clearance rate of 18%. Last year, each of the two investigators averaged 72 cases a month.

Weapons Unit

The staffing level of this unit has increased from one investigator in 1993, to two in 1994 and to four in 1995. The unit is responsible for follow up on all violations related to firearms. Last year the unit reviewed 918 cases, unfounded 46, and cleared 720 for a clearance rate of 82.6%. Reportedly, over recent years, the department took a more aggressive posture on the regulation and licensing of firearms. Dealer licensing fees also increased to \$600. Since then, the number of licensed gun dealers operating within the city limits has decreased from 56 to eight.

The department was recently awarded a Bureau of Justice Assistance grant in the amount of \$287,815 to establish a Firearms Licensee Compliance Program. The federal grant will provide for the salaries and benefits of two officers, a vehicle, computer system, office equipment, training, video equipment, part-time clerical support, and funds to develop a computerized relational data base for tracking firearms in the East Bay area (the cities of Oakland, Berkeley, Emeryville, and Richmond). At the time of the site visit, four investigators were in Washington, D.C., attending an 80 hour training program provided by the Department of Alcohol Tobacco and Firearms on tactical operations and the identification and tracing of weapons.

Arson/Bomb Unit

There are two sergeants assigned to the arson/bomb unit, which is responsible for arson investigations and the investigation of bomb incidents. While both have expertise in arson investigations, neither is trained as a bomb technician, as these services are provided by the Alameda County Sheriff's Office.

The unit was previously a component of the homicide section and was moved to the general investigations section at the beginning of 1995. Investigators maintain a close relationship with the Oakland Fire Department, which is responsible for determining the cause and origin of fires, and work frequently with the arson coordinator and four arson investigators who are attached to the Fire Marshal's Office.

Last year, the arson/bomb unit reviewed a total of 210 investigative reports. A total of 22 incidents were unfounded and 109 investigations were initiated. The unit cleared 10 cases with arrests for a clearance rate of 9.1%. As noted in the UCR statistical report (see Table 5.15) there were a total of 297 arsons reported in 1994 and 15 of them were cleared. The average monthly case load for each investigator was 4.5 in 1994.

Environmental Crimes Unit

This unit, which is staffed by a sergeant, is responsible for the investigation of: violations of the Clean Water Act; follow up on reports of toxic and hazardous waste dumping; and, the improper handling of hazardous and toxic substances. The unit is represented on the fire department's office of emergency services on hazardous material issues. In preparation for this assignment, the lone investigator, recently transferred into the unit, attended two weeks of classroom study and two months of on-the-job-training.

In 1993 the unit initiated investigations into 133 environmental crimes. Ten were unfounded and 61 cleared for a 49.6% case clearance rate. Last year, the sergeant initiated 108 investigations, unfounded 13 of the cases and cleared 34, for a clearance rate of 35.8%. Average monthly case loads for the unit were 11.1 in 1993 and 9.0 for 1994 (both rates include unfounded cases). A portion of the fines levied by the courts in environmental crimes is allocated to the agency that conducted the investigation. In 1994 the court awarded \$31,500 to the department which was placed in the CID Project Fund.

Fugitive Apprehension/Warrant Unit

Under the current organizational structure of the department, the fugitive apprehension/warrant unit is situated within the general investigations section of the criminal investigations division. The unit is headed by a police sergeant who is responsible to the general investigations section lieutenant.

The unit is subdivided into two work groups: fugitive and warrant. The unit's total staffing is one sergeant, nine officers, one police records supervisor and four police records specialists.

Prior to the most recent reorganization, the warrant unit was part of the operations support division, with which it still shares space. The move from the Operations Support Division to criminal investigations was, in part, to support the premise that warrant service should be more closely linked to the criminal investigations process in order to facilitate investigative success in the "career criminal" or "repeat offender" area. However, the department has not fully developed a team approach to apprehend career criminals identified through routine crime analysis.

The fugitive apprehension/warrant unit is physically located on the third floor of police headquarters. The lieutenant and the other organizational components he oversees are on the second floor. The unit sergeant is the official recipient of warrants issued by the court. He prepares work schedules for the officers assigned to the unit, assigns work, checks and approves reports and closures, and verifies work performed.

Fugitive

One officer is assigned the responsibility of fugitive warrants. This officer handles "out of state" warrants and is the department's point of contact for extradition requests. In this capacity, he works with agencies who have custody of persons wanted on Oakland Warrants. If waivers and voluntary extradition cannot be affected, formal extradition proceedings are completed and a team of warrant officers is dispatched to bring the wanted person back to Oakland. For 1994, fugitive warrant activity was recorded as depicted in the following two charts (4.11 & 4.12):

Chart 4.11 Fugitive Warrants Served

Felony Warrants Served	242
Misdemeanor Warrants Served	272
Traffic Warrants Served	238

Chart 4.12 Persons Arrested

Extraditions	5
Field Arrests	105
Located I/C	24
Surrendered	67
Arrestees Transported	792

In the event an Oakland officer confirms that a person in custody is wanted in (and will be returned) to another state, the person is turned over to the county sheriff for further processing. When another state presents an approved extradition request for a person in Oakland, the attempt pick up is assigned to a fugitive apprehension unit officer or team, not the fugitive officer. On occasion, officers from the state requesting the extradition may accompany the pick up team. However, only Oakland officers make the arrest. If an arrest is made, the person is turned over to the county sheriff for extradition.

Though rarely needed, it is possible to obtain the services of the department's entry team if the fugitive apprehension unit officers feel a particular warrant service may prove to be dangerous or "high risk." When this team participates, they are in charge of the pick up operation. There are times when patrol officers are used to supplement warrant officers for warrant service.

In addition to fugitive warrant service responsibilities, the fugitive officer researches warrants/files on arrested persons which are missing in the system. It is reported that missing files are many times located in the state's attorneys' offices (where they are left after review), rather than in the system files. When a file is identified missing, the fugitive officer is tasked with the job of physically finding it, even if not missing from the police department.

Warrant

The remaining eight officers in the unit are assigned as "warrant officers." Of them, two are consumed, nearly full time, picking up persons throughout the state who have been arrested on Oakland warrants. Due to the volume of such pick ups, and the requirement to pick up persons in this category with two days in the bay area and five days elsewhere in the state, it is sometimes necessary for other warrant officers to assist with pick ups.

One warrant officer works the front counter at the fugitive apprehension unit public window, which is open 8:00 a.m. - 4:00 p.m. Monday -Friday. Assignment to the front counter is a regular duty assignment. When this officer is unavailable for duty, the counter position must be assumed by another officer.

In this capacity the officer takes custody of persons for whom warrants have been issued and who wish to surrender and accepts bail from those who can post bail. Bail, which may be in the form of cash, cashier's check, money order, bond certificate or surety bond, is logged, receipted and placed into a locked cash drawer. The unit's civilian supervisor reconciles the receipts every day. Each following weekday the funds are turned over to the jail. These funds are audited by county auditors. No shortages have been reported. If the surrendered person is to be jailed, this officer accompanies the person to the jail, next door. This occurs an average of three to four times per day. After day work, surrendering persons and bail are accepted at the jail.

In addition, this officer is responsible for the receipt and filing of valid restraining orders. These orders are presented to the officer by the citizen to whom the court has issued the order. Hard copies of restraining orders are maintained by the police department so that they can be more easily confirmed by an officer on the street, who is informed of its existence. Presently, confirmation may require a manual search of files in the fugitive apprehension unit.

At the time of this study, the fugitive apprehension unit was in the process of entering restraining order information in the Automated Warrant System (AWS) for more convenient and timely confirmation ability by communications personnel. Hard copies (with more detail) will continue to be filed in the unit even after data entry is complete and routine.

Although it has not been reported to be a problem, protection orders expire and the police department is not always informed when orders are revoked by the court. There is a possibility that outdated or revoked orders are in the fugitive apprehension unit's hard files and the AWS.

Three officers are assigned to warrant service. They serve Oakland warrants in and out of the city (but only within the state). If in the city of Oakland, they may call on patrol or the department's entry team if the service of a particular warrant is deemed to be "high risk."

If the warrant service takes place outside of the city, the warrant officers notify the local jurisdiction, which usually (but not always) sends its own officers to accompany the Oakland officers. Similarly, if officers from another jurisdiction serve a warrant in the city

of Oakland, officers from the Oakland Police Department may, but are not required, to be present.

Though actual workload for warrant officers includes many more tasks, the most measurable result of their efforts is the number of warrants served. For calendar year 1994, officers in the fugitive apprehension unit served 28,732 warrants, as reflected in the following two charts (4.13 & 4.14).

Chart 4.13 Oakland Warrants Served

Felony Warrants	2,534
Misdemeanor Warrants	5,295
Traffic Warrants	10,793
Total warrants Served	18,612

Chart 4.14 Foreign Warrants Served

Felony Warrants	2,474
Misdemeanor Warrants	2,937
Traffic Warrants	4,709
Total warrants Served	10,120

When reviewing these numbers, it must be remembered that a great many warrants are not served in the year they are issued. In 1994, for example, officers served 28,732 warrants, but only 26,774 warrants were turned over to the unit for service during 1994. Nearly two thousand of the warrants served had been received by the unit prior to 1994.

Inasmuch as there is always a backlog of at least 1,000 warrants (600 warrants, 400 bench warrants), the work performed by the unit is not largely effected by changes in number of warrants received for service. In 1994, the number of warrants received by the unit decreased nearly eight percent from the previous year, but the number of warrants served did not.

In addition to warrant service, officers also served 76 of the 199 subpoenas forwarded to the unit for service. Subpoenas may be issued for a great many reasons, mostly for criminal court appearances by witnesses. Some are for court appearances outside of the city of Oakland. In the past, as many as three officers were assigned to serve subpoenas.

Currently, only a small number of subpoenas issued are directed to the fugitive apprehension unit. These subpoenas are directed to the warrant officers or the transportation officers for service on an "as time permits" basis.

Two fugitive apprehension unit officers are assigned (full-time) to a special response team which was assembled to handle the service of violent crime warrants in the area. The team serves warrants for murder, armed robbery, kidnapping and other serious/violent crimes. They may also be called in when officers involved in the service of less serious warrants expect to encounter high risk situations. The special response team consists of officers from Oakland, San Francisco, the FBI and the U.S. Marshals Service.

The unit is supported by a civilian staff of four plus a civilian supervisor. The unit's civilian staff works a day work shift, yet many of the unit's clerical/technical responsibilities are carried out around the clock. For example, the department wide server permits access to the National Crime Information center (NCIC), the California Law Enforcement Telecommunications System (CLETS), the county's Police Information System (PIN) and the Automated Warrant System (AWS). Whenever communications personnel or an officer checks the system for a warrant and "gets a hit," he/she must contact the fugitive apprehension unit (regardless of time of day) for confirmation of the existence of the hard copy of the warrant. As such, the unit's teletype station (still so named though teletype machines were long ago replaced with computer networks) requires around the clock staffing.

Other duties assigned to this position include computer data entry relative to: gun registrations; gun dispositions; restraining orders; and, warrant information. On the day shift, one police records specialist is dedicated to this station in the fugitive apprehension unit. Although the warrant function was transferred out of records, the job titles of the police records specialists in the fugitive apprehension unit did not change.

During the evening and midnight shifts, this position is staffed by police records specialists assigned to the records section, who are located adjacent to and have access to the fugitive apprehension unit.

The records section staff who are assigned to perform warrant duties after day work have other priorities related to their records work and have limited opportunity to complete fugitive apprehension unit work.

Two records specialists are consumed by the entry of felony and some misdemeanor warrant information. Since June, 1995, information describing warrant service attempts and investigative efforts, referred to as "due diligence," must also be entered into the AWS.

These two employees are also responsible for the bulk of telephone inquiries received by the unit, which includes warrant verification.

The other police records specialist is charged with the task of pulling recalled warrants and entering appropriate cancellation status in reports. Along with telephone inquiries, this consumes one employee's time.

The police records supervisor is the designated supervisor of the four records specialists assigned to the unit. She has no supervisory responsibility over the records specialists assigned to records who perform warrant related duties on the evening and midnight shifts. She is, however, responsible for problems and complaints that surface as a result of the actions of these employees she does not supervise.

The supervisor is responsible for the training of other personnel, throughout the department, on the various computerized data systems (NCIC, CLETS, AWS, etc.). She schedules the civilian staff and completes periodic statistics and reports. She performs a number of clerical tasks associated with the processing of traffic warrants, the purging of warrants and other duties not consistent with a supervisory role.

Overall, there is concern among unit employees that there is more to be done than the current level of sworn and civilian staffing permits. Scheduling overtime to complete routine work is permitted.

It is reported that the completion of data entry work is hampered by the shortage of computer terminals in the unit. One terminal is dedicated to the teletype station. One is shared by the fugitive officer and the unit sergeant. The remaining sworn and civilian staff share two other terminals. Since terminals are shared, they are not located at preferred locations. Frequently, an incoming inquiry call is answered at someone's desk and the terminal is at a remote location.

Workload and Productivity

The manner in which the various components assign cases, close cases, gather, analyze and report statistics varies from unit to unit within the section. Given the lack of standardization within units and the general unavailability of comprehensive data needed, assessment of work load and productivity in some investigative units was extremely difficult. At the request of the PERF team, some units were able to hand tabulate data. This information was used to establish unit productivity and has been cited throughout this section of the report.

The 1993 Uniform Crime Report (the most recent statistics available at the time of this review) indicate that law enforcement agencies, nationwide, recorded an overall 21.1 percent Crime Index Clearance rate. According to statistics supplied by the department (OPD Monthly Crime and Clearance Reports), a total of 45,328 Part I Crimes were reported in 1993 and 5,902 or 13.02 percent of them were cleared.

Table 4.15 compares the Oakland Police Department clearances with those reported on a national basis. As shown, Oakland trailed the national average in clearance rates for all of the violent crime categories (murder, rape, robbery, and aggravated assault) and all property crimes (burglary, larceny, auto theft, and arson) with the exception of auto theft where the department's closure rate of 13.8% percent is slightly higher than the 13.6% percent national average.

Table 4.15 Comparison of Oakland and National 1993 Clearances

Offense	National Clearance Rate	Oakland Clearance Rate
Murder	65.6%	46.8%
Rape	52.8%	51.2%
Robbery	23.5%	15.3%
Aggravated Assault	55.5%	37.8%
Burglary	13.1%	5.1%
Larceny/Theft	19.8%	8.5%
Vehicle Theft	13.6%	13.8%
Arson	15.4%	8.2%
Overall Clearances	21.1%	13.02%

As shown in Table 4.16, Part I Crimes decreased noticeably from the 45,328 reported in 1993 to 40,664 in 1994. In 1994, there were fewer murders, rapes, burglaries, larceny/thefts and arsons than there have been since 1990.

Table 4.16 Modified* FBI Part I Index Crimes - 1990 through 1994

CRIME	1990	1991	1992	1993	1994
Murder	146	149	165	158	140
Rape	517	460	418	353	323
Robbery	3,230	3,933	4,610	4,559	3,877
Aggravated Assault	1,952	4,942	4,947	4,743	3,983
Burglary	8,500	8,848	8,870	8,355	7,026
Larceny/Theft	19,077	20,695	21,310	18,991	17,800
Vehicle Theft	7,173	7,281	7,766	7,772	7,217
Arson	314	434	459	401	298
TOTAL	40,909	46,742	48,545	45,332	40,664

* Includes arson

As shown within Table 4.17, the overall case clearances increased last year by 2.7% to 15.9% over the 13.2% in 1993. In fact, clearances for every FBI Uniform Crime Report Part I category, with the exception of arson, increased. It is particularly noteworthy that the clearance rates for rape, aggravated assault and burglary are higher than they have been for the past four years.

Table 4.17 Overall Clearance Rate - 1990 through 1994

	1990	1991	1992	1993	1994
Murder	65.0%	55.7%	66.1%	46.8%	56.4%
Rape	52.4%	48.2%	45.7%	51.2%	58.2%
Robbery	28.9%	21.8%	18.1%	15.3%	16.8%
Aggravated Assault	41.3%	35.1%	41.2%	37.8%	44.7%
Burglary	9.9%	7.8%	6.4%	5.1%	10.3%
Larceny/Theft	15.0%	12.7%	11.6%	8.5%	11.5%
Vehicle Theft	16.3%	14.2%	15.6%	13.8%	13.8%
Arson	13.7%	12.0%	6.7%	8.2%	5.0%
Overall Clearances	17.1%	15.6%	15.4%	13.0%	15.9%

Vice/Narcotics Section

The vice-narcotics Section is commanded by a lieutenant who answers directly to the captain in charge of the criminal investigations division. The section is divided into three separate components: vice-narcotics team 1, vice-narcotics team 2, and the administrative unit.

Vice-Narcotics Team 1

This team is composed of a sergeant and ten investigators (only eight of the positions are currently filled). A vice crimes unit which was previously a component of the vice-narcotics section and consisted of a sergeant and four investigators was dissolved in January 1995 with the four investigators being transferred to team 1 and the sergeant position was eliminated. The four trained vice crimes investigators are primarily involved in support of the narcotics investigators (surveillance and the service of search warrants) or conducting prostitution enforcement operations. The balance of their time is spent investigating bingo, escort services, gambling, and pimping and pandering violations. They are also responsible for the investigation of persons requesting carnival and massage technician permits as well as some state ABC enforcement.

The four investigators are assigned to work narcotics violators who operate primarily indoors (special duty unit 2 handles all street level enforcement) and the majority of the

targets handle less than \$10,000 worth of narcotics at a time. On occasion, the team initiates cases where the targets of the investigation are involved in the sale of narcotics valued in excess of \$10,000. However, this level of investigation is only undertaken when adequate personnel and air support for surveillance are available.

Vice-Narcotics Team 2

This team is staffed by a sergeant and five narcotics officers. The officers assigned to this unit work with investigators from other county agencies assigned to the Alameda County Narcotics Task Force (ACNTF). The ACNTF is funded under a state grant administered by the Alameda County Sheriff's Office and has been managed by a supervising agent from the Drug Enforcement Administration since January of this year. From August 1990 until January 1995 the commander of the vice-narcotics section also supervised the task force operation. This placed greater responsibility on the section sergeants because the lieutenant spent approximately 75% of his time at the ACNTF office in Hayward. The task force is comprised of 18 investigators, 3 sergeants, a probation officer and a deputy district attorney.

ACNTF targets mid to upper level narcotics traffickers. All of the personnel from Oakland Police Department working with the county task force have been assigned there since it's inception in August of 1990.

Administrative Unit

This unit is supervised by the section's commanding lieutenant and is comprised of a civilian clerk and three investigators. The unit handles the follow-up and charging process for approximately 9,100 felony narcotics arrests per year along with an undetermined number of misdemeanor arrests. Personnel are also responsible for the destruction/release of all related evidence. Prior to 1990 there were only two officers assigned to the Administrative Unit.

For the past several years, the authorized strength of the vice-narcotics section has been reduced. Staffing of the section was first reduced in 1990 from 34 sworn officers to 26 when Team 2 was assigned to the task force. Then in July of 1993, the section was cut by a sergeant and seven investigators (which eliminated Team 3) to staff the department's community policing initiative. Since that time, the vice/narcotics section has not been able to maintain authorized strength and is usually understaffed by two to three investigators.

Prostitution Enforcement

As prostitution has increased in Oakland, it has become more visible. Consequently, the city council requested that the police department direct greater enforcement efforts at prostitution.

The unit engages in two kinds of enforcement, one against customers and the other against prostitutes. Section 647 of the Penal Code prohibits "disorderly conduct" and classifies it a misdemeanor. The language of Section 647 B was apparently drafted to permit police to act against prostitution without the necessity of documenting the act of prostitution, which is also a violation of the subsection. This raises the question of how police can document that someone "engages in an act of prostitution." There are two possibilities. One would be for police themselves to participate in sex with prostitutes, and to bring evidence (eyewitness testimony or photographs) to the courtroom. However, this involves illegal conduct on behalf of officers which would most certainly be openly criticized.

Another possibility is for the customer of a prostitute to complain to the police that a prostitute had engaged in a sex act with him in exchange for money. But customers of prostitutes rarely, if ever, complain to police. That is why prostitution is often delineated a "victimless crime."

Because of the difficulties of documenting or evidencing acts of prostitution, the legislature has offered police an alternative, drafted in the discourse of the law of contracts. It is illegal, not only to engage in an act of prostitution, but also to "solicit" or "to agree to. . .engage in any act of prostitution." But the statute carries the contractual requirements a step further. It is not enough for someone to say they will exchange sex for money. The statute requires some act, in addition to the agreement, in "furtherance of the commission of an act of prostitution."

The District Attorney interprets that provision to mean that the prostitute must not only agree to perform a sex act for money, but to, for example, enter an automobile with an undercover officer and direct him to drive to a location where the act is to be performed.

The department's vice prostitution enforcement initiative is largely an overtime operation performed by the four officers and sergeant assigned to the vice/narcotics unit. However, prostitution enforcement, as carried out by the unit involves ten officers and a sergeant: two are assigned to the wagon, four are divided into two teams of arresting officers in two cars; two are observers; and two pose as potential customers. The sergeant runs the operation, decides which territory to police, and acts as an observer. The additional officers needed to staff a prostitution enforcement effort area also assembled from throughout the section, most often on an overtime basis.

Table 4.18 provides an analysis of prostitution arrests for 1993, 1994 and the first four months of 1995. Although the section's authorized strength has been reduced, during the first four months of 1995 Vice-Narcotics Team 1 made more prostitution arrests than for all of 1994 (510 compared to 452). At the time of the PERF site visit, the unit had already made 49 arrests for the first three weeks of May.

Table 4.18 Prostitution Arrests 1993 - April 1995

	1993	1994	Jan. - Apr. 1995
Females	340 (72%)	273 (60%)	288 (56%)
Males	133 (28%)	179 (40%)	222 (44%)
Total Arrests*	473	452	510
Residents	295 (62%)	297 (66%)	347 (68%)
Non- Residents	150 (32%)	117 (26%)	136
Transients	28 (6%)	38 (8%)	27 (5%)

* Does not include juvenile arrests.

In 1994, Narcotics Enforcement Team 1 made 126 arrests, seized 59 weapons, served 79 search warrants (20 crackhouses), confiscated \$172,814 in cash and seized two vehicles worth \$44,000 for a total of \$216,814 in seizures. For the first four months of 1995, Team 1 made 47 arrests, seized 19 weapons, served 17 search warrants (5 crackhouses), confiscated \$32,595 in cash. Table 4.19 includes a further breakdown of the team's enforcement efforts including the type and amount of drugs seized and also provides a comparison for 1992, 1993 and 1994.

Table 4.19 Narcotics Enforcement 1992 - 1994

	1992	1993	1994
Arrests	186	91	126
Weapons	129	55	59
Cash	\$ 223,062	\$ 135,086	\$ 172,814
Vehicles	2 - \$ 27,650	None	2 - \$ 44,000
Search Warrants	141	83	79
Crack Houses	61	42	20
Khat	None	None	17,000.0 grams
Base (crack)	781.6 grams	270.9 grams	1,279.5 grams
Methamphetamine	3,327.9 grams	28.5 grams	1,739.1 grams
Marijuana	104,152.6 grams	96, 277.3 grams	65,734.4 grams
Cocaine	2,313.7 grams	412.7 grams	6,094.7 grams
Heroin	257.7 grams	63.4 grams	152.2 grams
Hash	None	None	9.2 grams
Ecstasy	None	None	169.9 grams
Opium	3,014.9 grams	1,007.5 grams	1,051.0 grams

Table 4.20 provides an analysis of arrests made by the Vice/Narcotics Section for 1992, 1993 and 1994. As shown, the total number of arrests on drug related charges has dropped for the past three years.

Table 4.20 Narcotics Enforcement 1992 - 1994

Arrests	1992	1993	1994
Heroin/Cocaine			
Possession	3,295	3,026	3,140
Possession for sale	1,076	947	1,046
Sale	1,209	1,078	633
Total	5,580	5,051	4,819
Marijuana			
Possession	351	311	334
Possession for sale	361	366	287
Sale	167	187	125
Cultivation	16	8	9
Total	895	872	755
Dangerous Drugs			
Possession	124	150	152
Possession for sale	37	39	33
Sale	3	14	12
Total	164	203	197
Addict/under influence	610	553	666
Other Arrests*	1,023	1,044	1,164
Grand Total	8,272	7,723	7,601

* Includes stolen, altered, forged prescriptions, possession of hypodermic kits, etc.

At the request of the City Council, to update drug related activity in Oakland, the unit put together a special report for the period of January 1, 1995 through April 26, 1995. Table 5.21 provides a comparison of arrests for the same four month period for both 1994

and 1995. As shown, in 1995 arrests for drug-related activity have decreased 22% over the same period the previous year. In fact, arrests for every category except sale of marijuana (which had an increased from 110 to 112 or 2%) showed a decrease this year.

Table 4.21 Narcotics Enforcement: Jan. 1 - April 30, 1994 and 1995

Arrests	First Four Months of 1994	First Four Months of 1995	Percent Change
Heroin/Cocaine			
Possession	1,136	876	- 23%
Possession for sale	390	326	- 16%
Sale	232	152	- 34%
Total	1,758	1,354	- 23%
Marijuana			
Possession	123	85	- 31%
Possession for sale	110	112	+ 2%
Sale	55	20	- 64%
Cultivation	2	0	- 100%
Total	290	217	- 25%
Dangerous Drugs			
Possession	55	47	- 15%
Possession for sale	18	11	- 39%
Sale	5	1	- 80%
Total	78	59	- 24%
Addict/under influence	282	205	- 27%
Other Arrests	490	412	- 16%
Grand Total	2,898	2,247	- 22%

Findings and Observations

The Criminal Investigations Division lacks a formalized case management system. When questioned about case management procedures, some of the unit supervisors acknowledged that while they had no actual written standards, they do apply some screening criteria (solvability factors) when reviewing cases.

The majority of the policies affecting the division, outlined in the general order manual were issued in 1989 and 1990. Some vice/narcotics related orders are current and complete. There are no division level written directives (standard operating procedures) that provide investigators or supervisors with guidance on case management issues. Division General Order A-4, entitled Entry to the Criminal Investigation Division, mandates that all visitors wear an identification badge. While on-site, members of the PERF staff observed that visitors were not required to wear identification badges.

Nearly all of the investigative positions within the Criminal Investigation Division are filled by sergeants. With the exception of some misdemeanor investigators and personnel assigned to the vice/narcotics and youth and community service sections, the department has continued to use sergeants in an investigative capacity. This stems from the *Toothman v. Mullins* suit filed by the Police Officers' Association. It is estimated that this practice costs the department an additional \$25,000 more per year for each position so filled.

Due to a lack of adequate personnel, nearly all of the Criminal investigations division components are carrying extremely high case loads (crimes against property are markedly higher). There is a considerable amount of disparity in the case loads carried by investigators in one unit compared to another.

Coverage within the various CID components is very limited. Some flexible scheduling affords wider coverage, but most of the investigators are scheduled to work from 8:00 a.m. to 4:00 p.m. and no one is scheduled to work weekends.

All of the work performed by civilians within the criminal investigations division components is clerical in nature. None of the units utilize civilians in an investigative capacity. There is no standardization of statistical reports nor is workload data collected consistently throughout the various investigative components.

Since the department's new management information system is not yet fully operational, some of the units within CID are maintaining manual information systems or utilizing their own computers and software. Several of the units have not established time frames for investigators to file their supplementary reports. Some supervisors indicate they are simply unable to track the large volume of cases due to the lack of an adequate computer

system, software and terminals. Overtime and court time data for the past year was lost when the computer system it was maintained in crashed.

Unit Commanders estimate that their investigators spend an average of 8 to 10 hours a week processing (typing) their reports. Much of the computer hardware and software being used is personally owned by investigators. The phone system has not been upgraded within all of the CID work spaces, consequently many of the investigators do not have access to voice mail and there are no answering machines.

The captain in charge of the division conducts weekly staff meetings with the section commanders. However, many of the various investigative components do not conduct squad meetings frequently. There are some units that do hold meetings regularly. Meetings of all division personnel are rare and there is no mechanism in place for the routine dissemination of intelligence information.

A considerable amount of time is spent by some investigative components processing "in custody" cases made by patrol officers. For example, last year, investigators from the auto theft unit processed 765 "in custody" cases (an average of 2.9 per work day). Unit commanders could not provide information on the number of times these "in custody" cases result in the interrogation of an arrested subject.

Although information surfaces occasionally regarding organized auto theft rings and chop shops, it is reported that the unit has been unable to pursue these types of cases due to limited investigative resources. Also, the heavy workload precludes the analysis of auto theft data to determine patterns and develop proactive strategies or allow investigators to routinely conduct salvage inspections.

Investigators from the criminal investigations division do not routinely attend patrol briefings. Patrol officers are responsible for the completion of investigations of less serious offenses which do not require time consuming follow-up. Cooperation and communication between investigators and patrol officers could be improved.

None of the personnel assigned to CID are qualified to conduct polygraph tests. Investigators must make arrangements with other agencies for suspects to be tested. All of the investigators in the sexual assault unit have attended the state mandated 40 hour sexual assault training. However, due to the lack of adequate training funds, many of the personnel within the other assault units and other sections have not had the same level of specialized training. It is reported that approximately half of the homicide investigators have attended homicide investigator training and only a few have had any training in interrogation and interview techniques. Despite the increasing numbers of unsolved murders, the homicide

section has not established a "cold case squad" or designated anyone to pursue unsolved cases.

On-the-job-training was described by many investigators as a "hit or miss" proposition. However, the department developed an Investigators Training Guide (ITG) in August 1989 to structure the training process. The guide is actually a programmed manual designed to facilitate the learning process for new investigators and to ease their transition. As in patrol with field training officers, CID has also established a Training Investigator (TI) program whereby all personnel are assigned to a TI for three weeks. Over time this program has been under-utilized. However, it is reported that managers are reinstituting the use of this program for personnel transferred to the division in the future.

According to records maintained by the District Attorney's Office, of the 6,914 defendants charged with felonies in the last three quarters of 1994 (the months of January, February and March were not available), charges against 3,278 of the defendants were declined. Overall, the District Attorney's Office is pleased with the relationship they have established with investigators from the department and were favorably impressed by their performance and attitude. The District Attorney advises that homicide section and the other crimes against persons had the best paper system of any of the police departments in Alameda County. According to the District Attorney, patrol officers could use some additional training in court room preparation. His office would be willing to assist the department in that effort.

The Vice/Narcotics Section also has no written goals and objectives nor have any specific investigative targets been established, but the vice/narcotics related written directives were revised in April 1995. These orders are well written and cover areas of critical concern.

Narcotics enforcement is fragmented with efforts divided among three separate units: the Alameda County Narcotics Task Force, the Vice/Narcotics Section, and patrol. Authorized strength for the Vice/Narcotics Section has been reduced to the point that there are insufficient personnel to safely and effectively conduct operational activities. The Section must frequently borrow personnel from other departmental units to conduct operations.

The department has begun to use a comprehensive risk analysis procedure on all search warrants, planned arrest situations and other activities such as dignitary protection and crowd control in order to determine the number and type of resources required (i.e. entry and hostage personnel).

As noted, the number of arrests for drug-related activity in 1995 has decreased 22% over the same period the previous year. It appears that the drop in arrests is attributable to

the lack of resources and the increased emphasis placed in the area of vice control and enforcement (particularly prostitution).

Recommendations:

1. Annual goals and objectives should be established for all Bureau of Investigation components to provide investigative focus and ensure the planned development and training of personnel. All personnel should be made aware of the goals and objectives.
2. A case management system should be established to maximize the effectiveness of personnel assigned to the Investigative Bureau. Efficiency should be increased by implementing a case management system that meets the following criteria:
 - a. Creates a method of screening cases based on the presence of solvability factors.
 - b. Establishes standards for determining the relative priority given to an investigation.
 - c. Provides guidelines which clearly define "open," suspended," and "closed" designations and requires (depending on the seriousness of the crime and other relevant criteria) the suspension of investigative efforts when all leads have been exhausted.
 - d. Sets standards and specific time lines for the submission of case reports.
 - e. Institutes guidelines requiring supervisory review of cases.
3. In conjunction with the case management procedures outlined above, more realistic case loads should be established for each of the investigative components. It is counterproductive to assign more cases than an investigator can effectively handle.
4. Police officers should be utilized as investigators and sergeants should be gradually phased out of all investigative positions within the division. It is not necessary or cost effective for investigators to hold the rank of sergeant. In accordance with the direction given by the court in *Toothman v. Mullins*, it is recommended that the Civil Service Board rewrite the job description for investigators.
5. The bureau should initiate a staff study of "in custody" case processing to determine the following:

- a. The type and extent of processing being performed by investigative personnel.
 - b. Whether it is necessary to process all of the "in custody" cases.
 - c. How "in custody" processing influences the declination to file charges process of the District Attorney.
 - d. If interviews of arrested subjects being conducted and the frequency (this should be standard operating procedure as it will have a positive effect on the clearance rate).
 - e. If non-sworn investigative personnel could assume any or all of the processing responsibilities.
6. The department should study the feasibility/cost effectiveness of filling some of the investigative positions within the bureau of investigations with non-sworn personnel. Given the limited number of investigative resources, the Criminal Investigations Division could establish a non-sworn (civilian) investigative position to assume duties that do not require sworn status. For example, investigations into bad check cases, computer fraud, etc. require investigators to be familiar with legal processes, but until warrants are issued, sworn status is not particularly beneficial.
7. Statistical reports generated by each of the sections and the types of workload data collected by each of the units should be consistent throughout the entire Bureau of Investigation. All investigative components should be required to submit monthly reports detailing workload and other significant information for the period.
8. The manual case tracking system used within CID should be computerized and be extended to all investigative components through a networked system. Supervisors must have access to a computer terminal and information system which will provide them with the capacity to track the large volume of cases and data.
9. Investigative components should conduct squad meetings on a regular basis and meetings of all criminal investigation division personnel should be conducted periodically as well. A mechanism should be established for the routine dissemination of intelligence information between CID units.
10. Investigators from the division should routinely attend patrol briefings to improve communications and facilitate the gathering and dissemination of intelligence. They should update uniformed officers on crime patterns and investigative activities, answer questions and encourage cooperation between the two operational units.
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11. The various components of the division should utilize a daily activity sheet or computer program to track investigators' time and efforts. Collection of this data will provide valuable workload information so that investigative time is maximized, time spent out of category is accurately accounted for and personnel are properly allocated within the division.
12. Personnel assigned to patrol should be given additional responsibility and the training to complete investigations of offenses which don't require time consuming follow-ups, such as less serious domestic assaults.
13. Investigative personnel and supervisors should be trained in the new management information system. This training will allow investigators/supervisors to access the existing data bases, enter case information, track case progress and create statistical reports.
14. Written position descriptions should be reviewed and updated for each position within the division.
15. Due to the lack of adequate written procedures, audits of case closures should be conducted by supervisory personnel to ensure the accuracy and consistency of case closures and compliance with UCR requirements by each of the investigative units.
16. Fire service personnel should assume the responsibility for investigating suspicious fires and arsons that don't involve death or serious injury. The existence of both police and fire personnel to investigate arsons is costly duplication. These matters would be best handled by fire personnel who are already established and trained. Homicides and serious assaults by arson may still be handled by the homicide unit.
17. The division should provide training and funds to investigative personnel to encourage the use of informants.
18. Coverage within the various CID components should be expanded with investigators assigned to work beyond 5:00 p.m. on weekdays. Extended hours and days should be determined by an analysis of overtime/call back information.
19. The Investigator Training Guide (ITG) and Training Investigator (TI) programs should be fully utilized. This will ensure that personnel are developed in a consistent fashion and that they become proficient/productive in a more timely manner. This will develop a higher level of accountability for all personnel. These programs are excellent methods of developing newly assigned personnel.

20. The department should initiate a study of cases declined for prosecution to determine the need for training, and/or changes in policy and procedures. According to records maintained by the District Attorney's Office, charges were declined against 47.4% of the defendants charged with felonies in the last three quarters of 1994. The reasons for this high number of declined cases should be determined and steps taken to decrease the number of cases declined.
21. The department should maximize the benefits it hoped to achieve by reorganizing the fugitive apprehension units under criminal investigations. This should include a team approach to "career criminal" apprehension. The crime analysis component (in the records section) processed information from over 24,000 field contacts in 1994 and identified 54 career criminals, referring 9 for follow up investigation. However, the warrant section does not play an active role in this effort. Maximum synergy is lost by not sharing resources and information between criminal investigations, warrants and crime analysis.
22. The warrant section should develop a firm, written policy on "high risk" warrant service. There is no clear direction to guide officers in the resources available or when they are to be employed. Sometimes patrol is used, other times the special response team. A risk assessment should be conducted before every warrant service. When a "high risk" situation is suspected, the unit sergeant or the senior officer should follow procedures set forth in the written policy/procedure. The risk analysis procedure used by the vice/narcotics section, and discussed later in this section of the report, should be adapted to high risk warrant service.
23. The transport of prisoners wanted in Oakland, but arrested elsewhere, can be performed more economically than by seasoned officers in the fugitive apprehension unit. Two fugitive apprehension unit officers are consumed by this task. Their expertise would be better expended on more complex duties. Properly searched and restrained prisoners can be efficiently - and safely - transported in secure vans by armed personnel who are not police officers. There is no justification to deploy fully trained, police officers in a capacity where police work is not involved.
24. Intake for persons wishing to surrender in response to an existing warrant should take place at the jail rather than the fugitive apprehension unit. Although most persons voluntarily surrendering are not likely to react violently, there is no advantage to having wanted persons wander about police headquarters on their way to the second floor. Persons who are not released must be accompanied to the jail by the officer at the public counter. Bail that is posted for those who are released is also taken to the jail. It would be more efficient, and safe, to take individual warrants to the jail for service, rather than the current procedure.

25. The fugitive apprehension unit civilian supervisor should provide input regarding supervisory responsibility for records specialists (assigned to records) who perform warrant duties after hours. Ideally, around the clock warrant duties should be performed by warrant personnel. The practice of personnel assigned to records having after hours warrant duties, even part-time, creates problems. Employees are performing work in two components for two supervisors (yet only one evaluates their work). Accountability for the integrity of files cannot be fixed. However, staffing an around the clock position in the fugitive apprehension unit would necessitate adding more civilian personnel than needed to perform work. Keeping in mind that an employee should not answer to more than one supervisor (on a regular basis) the warrant supervisor should have a formal role in providing input to the supervisor of these employees.
26. Computer terminals should be procured for each employee who has regular responsibility for data entry, wanted checks, confirmations, etc. Terminals should be conveniently placed at the work stations of these employees. It is not efficient or effective to have employees move from location to location to perform work for which they are primarily responsible. As few as four additional terminals would rectify the current situation.
27. The vice/narcotics section should establish written goals and objectives to include specific investigative targets.
28. The risk analysis procedure should be continued as it is sound and increases the margin of safety.

Youth and Community Services Division

Introduction

The youth and community services division falls within the Bureau of Investigation. It is divided into three sections: community services, the Oakland Unified School District Police, and youth services.

The division is commanded by a captain. Each of the sections is, according to organizational charts, intended to be commanded by a lieutenant. In reality, only one lieutenant exists in the division at this time. Although the other two lieutenants' positions are vacant, only one sergeant is serving as an acting lieutenant. In the remaining section, the sergeants have jointly assumed the uncovered responsibilities left by the vacancy.

Three organizational charts for the division were presented during the site visit. Two of them (both prepared within the division) had been updated recently since the chart in the general order manual did not reflect recent changes. Both division charts, however, varied slightly. Neither depicted the lines of authority described by individuals interviewed during the site visit.

There is no formalized or standardized process for selection of an officer for assignment in the division. An individual must be self motivated and care about the youths of Oakland, with whom they will be working. Generally, an officer must ask to be considered for assignment in the division, but there is no formal announcement seeking applications when vacancies are about to be filled.

Information regarding the division was obtained through interviews with the division commander, the lieutenant responsible for the Oakland Unified School District Section, the acting lieutenant in the Community Services Section, and the sergeants in charge of the School Services Unit, the Administrative Unit, Field Services, and Investigative Services. Additionally, a significant number of employees, sworn and civilian, from throughout those units were interviewed as well as several school administrators.

Community Services Section

On one divisional organizational chart, the community services section is depicted as having two units, the school services unit and the community services unit. In actuality, the school services unit is not a part of the community services section. It was clear through interviews and observations that the sergeant in charge of the school services unit answers elsewhere within the division's chain of command.

The lieutenant's position within the community services section was vacant at the time of the PERF site visit. The sergeant in charge of the community services unit is serving as the section's acting lieutenant.

Community Services Unit

Until recently, the community services unit was a separate division within the department. Although it has been assimilated organizationally within the youth and community services division, it seems to be the division's stepchild. Contributing to this is the physical location of the unit. While almost every other component of the youth and community services section is located on the fourth floor of the police administration building, the community services unit is on the third floor. When every other sergeant attended an 8:00 a.m. line-up (roll call briefing) on the fourth floor during our site visit, the sergeant/acting lieutenant of the community services section was noticeably absent.

Both division organizational charts indicate that the community services unit of the community services section has five components: home alert, commercial security, senior safety, community liaison, and volunteers in policing.

During interviews with members of the community services unit, it was discovered that a sixth component exists. This component, youth safety, is staffed by a police services technician. Both organizational charts show this individual working within the school resources area of the school services unit. This is apparently not the case since this person is still housed on the third floor with the community services unit and receives assignments from within that chain of command.

The community services unit is assigned a number of responsibilities. Its members are the primary crime prevention educators within the department. They are expected to anticipate crime problems and trends, develop appropriate and effective responses, and develop a positive relationship with the community. Each of theix areas within the community services unit is minimally staffed. Despite the limited number of people assigned there, it is clear that community outreach programs are developed and presented on a regular basis.

Home Alert Detail

The one officer and two PSTs assigned to home alert conduct 21 different types of community programs. Among them are home security, burglary prevention, auto theft prevention, sexual assault prevention, and emergency preparedness. The "Justice for All" program presented by home alert personnel describes how the criminal justice system works. It also affords citizens an opportunity to make suggestions for changes. The home alert

employees publish a regular newsletter regarding current issues and available programs. The newsletter is distributed to 15,000 residents through block captains.

The home alert component is also responsible for reviewing copies of crime reports the community services unit receives, particularly those related to thefts and auto thefts. The officer assigned this responsibility sends out contact letters to the victims advising them of the services available. He follows up with telephone calls to the victims. There is no secretarial staff available to assist with this function. The officer assigned to home alert handles this himself.

Commercial Security Detail

These responsibilities are handled by one officer and two PSTs. They conduct seminars and expos for businesses. The presentations are similar to those in home alert but are tailored to the crime prevention concerns of the business community. Topics presented include petty theft, robbery, violence in the workplace, and security inspections.

The officer assigned this responsibility devotes nearly 80 percent of his time to monitoring false alarm data. He sends out letters to alarm companies and businesses whose alarms have been activated with no apparent cause. The letters warn that, if the alarm is not repaired, the department will cease responding to its activation. Currently, there are no laws in Oakland providing for remuneration to either the city or the police department following a series of false alarms, thus, this officer's function in this area is advisory only. There is no secretarial assistance for this assignment.

Senior Safety Detail

These assignments are handled by only PSTs, who are responsible for crime prevention presentations geared toward crimes against senior citizens, such as bank examiner scams. Another program for seniors is "Senior Power." Senior citizens are educated about how to carry themselves when walking or driving in a fashion not to make themselves easy targets of crime. The senior safety employee also publishes and distributes a newsletter on a regular basis.

Community Liaison Detail

There are three Community Liaison officers. They are each responsible for working with one of three advisory committees, the Latino Advisory Committee on Crime (LACC), the Asian Advisory Committee on Crime (AACC), and the African American Advisory Committee on Crime (AAACC). The police department took the lead in establishing these committees, opening doors for community interaction that previously had been closed.

Deputy chiefs of police serve as the chairpersons of each committee. The LACC publishes and distributes a newsletter, but on an infrequent basis. Responsibility for the newsletter lies with the community services officer assigned to that committee.

Another program coordinated by the community liaison officers is the Oakland Police and Clergy Together (OPACT) program. This service assists Oakland police officers with spiritual counseling needs. The clergy members also assist with some police community projects.

Volunteers in Policing

The Volunteers in Policing (VIP) program, which is still under development, is staffed by one PST. It provides an opportunity for citizens to volunteer their time and abilities to the law enforcement effort. One example of a VIP initiative is the alumni association of the Oakland Police Department's Citizens Police Academy, whose efforts are coordinated by the employee assigned to VIP.

Youth Safety Detail

As mentioned previously, these responsibilities are handled by one PST who, on paper, is assigned to school resources. The PST receives assignments from the acting lieutenant in charge of the community services section and works in the office of community services. The PST presents talks to both youth and adults regarding drugs, weapons, latch key issues, and "Stranger Danger." This individual also conducts child fingerprinting for approximately 4,000 children each year.

The Crime Stoppers program is also administered in the community services unit. The sergeant/acting lieutenant has sole responsibility for the program. He works with a community board which assists with running and funding the program, and he serves as a liaison between Crime Stoppers and investigators. A dedicated telephone line is available for receipt of Crime Stoppers information, however, because of staffing shortages, it is never staffed with a community services employee. Instead, a recorded message and voice mail are available for callers.

In addition to planned, predictable programs, the community services unit receives all types of special projects, primarily from the Office of the Chief of Police. When these projects are undertaken, other functions within community services must often be curtailed. Likewise, if the employee assigned a particular responsibility within community services is ill or handling another assignment, and that area of responsibility is likely to be unstaffed since there is little cross training within the unit. While most agree that cross training is vital, the workload and minimal staffing have precluded it.

The community services unit has been resourceful in finding ways to obtain equipment and supplies. It has established several non-profit organizations through which it can accept contributions and donations. As a result, most of the few computers that are available within community services have been donated.

A standard concern that arose in conversations with employees of the community services unit was the lack of assigned vehicles. There are three cars available for the unit's fifteen employees. The nature of the work in community services requires the employees to be in the community a good deal of the time. Almost always, more than three employees will be away at any one time. To further complicate this situation, it was reported that the use of personally owned vehicles, on duty, is prohibited. As a result, employees of the community services unit often spend one hour or more attempting to find an available car once the three cars assigned to the unit are already in use.

School Services Unit

According to the department's organizational chart, the school services unit is part of the community services section. However, the sergeant who supervises the unit and the unit's employees answer to the lieutenant who heads the Oakland Unified School District Police Section. The school services unit is responsible for two functions, traffic safety and school resource.

Traffic Safety Detail

Two officers and one PST are assigned to traffic safety. The PST's responsibilities are vastly different than those of the officers.

The traffic safety officers are responsible for working with the more than sixty elementary schools throughout the City of Oakland. One of the officers is responsible for supervising and coordinating the assignments of the 54 regular and six relief adult traffic guards in the city. When a crossing guard is unavailable to handle her crossing, this officer must ensure that it is filled by someone else. As a last resort, the officer herself will handle the assignment.

The officers are also expected to make certain that intersections are safe for the children to cross. This includes ensuring that crosswalks are painted, that no view obstructions exist, that crossing signs and stop signs are in place, and that lights are working properly.

Traffic Safety officers also work with the junior patrols, fifth and sixth grade students who assist with street crossings. The program is sponsored by AAA, but the coordination and training of the junior patrols are the responsibility of the traffic safety officers.

The traffic safety officers deliver a number of presentations to school children and parents. Often school administrators ask for the traffic safety officers by name, rather than utilizing employees from the community services unit, the Oakland Unified School District Police Section, or school resource officers. During the summer, when most schools are closed, the traffic safety officers devote their time to the Police Athletic League programs.

The PST assigned to traffic safety is responsible for a variety of tasks related to bicycles, including those that are lost, stolen, found, or held as evidence. One of her primary assignments is to handle bicycle licensing (registration). The Municipal Code of Oakland requires that bicycles operated on city streets be licensed. The license, which costs three dollars, is good for three years. Its purpose is to be able to track recovered stolen bicycles. The PST distributes the licenses to fire departments throughout the city, where citizens can respond to purchase the licenses. The PST goes by periodically, generally quarterly, to audit the licensing transactions, collect the fees, and turn them over to the city government. During the transition, the monies are secured in a safe in the bicycle storage room. Only she and the division commander have keys to the storage room.

The PST receives copies of crime reports involving bicycles, such as petty theft or burglary, when there is no known suspect. Occasionally, an investigator will review the report before it is forwarded to the PST. The PST attempts to find the owner of the found or recovered bicycle. If the bicycle has no license, the owner must purchase one to receive his or her bicycle.

When an officer recovers a bicycle, he or she transports it to the nearest fire department. It stays there until the PST makes arrangements to have it brought to the bicycle storage room. Eventually, the bicycles are turned over to the city's Office of General Services.

The bicycle storage room is generally filled to capacity. Currently, only the Office of General Services has the authority to auction the bicycles. A proposal was submitted by the PST sometime in the past recommending that the police department be given this authority, resulting in more timely disposal of the bicycles.

In addition to these primary assignments, the PST tracks and enters juvenile warrants. She verifies that warrants are current and, when appropriate, removes them from the computer system. The PST also presents bicycle safety seminars and fills in for crossing guards, other PSTs throughout the division, and secretaries.

School Resource Detail

There are six School Resource officers. Organizational charts also show one PST assigned to that function, however, as previously noted, that PST handles youth safety assignments within the community services unit.

Each of the six school resource officers (SROs) is assigned to one of the six public high schools in the city. Each officer is also responsible for all of the schools that feed into his or her assigned high school. This arrangement allows the SROs to maintain relationships with the students from elementary school through to high school.

The SROs visit their schools throughout their tours of duty and handle a variety of issues at those schools. They are regularly dispatched to the schools to quell disputes or handle reports. They often handle follow-up investigations that are related to their schools or students. These investigations are assigned by the sergeant in charge of investigative services and are assigned without going through the sergeant responsible for SROs.

The SROs work closely with Oakland Unified School District (OUSD) police officers. OUSD officers are assigned their schools by district rather than by high school and feeder schools. Thus, their assigned schools differ from those of the SROs.

OUSD officers attend line-up (roll call) at 7:30 a.m. at a location away from the police administration building. SROs attend line-up with other members of the youth and community services division at 8:00 a.m. at the police administration building. There is no opportunity for both groups of officers to get together and exchange information. The Oakland Unified School District expects its OUSD officers to be on the street to ensure safe passage of the students by 8:00 a.m. Unlike the eight-hour day of the SROs, OUSD officers work an eight and one-half hour day. If SROs were required to attend an 7:30 a.m. line-up, they would either be off-duty by 3:30 p.m., when some schools are just letting out, or would have to be compensated one-half hour of overtime.

School officials rely heavily on the availability of SROs and OUSD officers. Each who was interviewed spoke of the bond built between the officers and the students. This was evidenced following the recent slaying of an OUSD officer. The students attending his assigned schools have expressed their grief in a number of ways, including writing poems and newsletter articles and drawing likenesses of the fallen officer.

The sergeant in charge of the school services unit has a number of responsibilities that are exclusively his and that follow him throughout the department regardless of his assignment. These responsibilities center around computer forensics. Members of the criminal investigations division often consult with him regarding computer crime. He assists

with the investigation of some computer crimes by personally searching the contents of the computer in question. He belongs to a number of professional organizations regarding computer crimes. He is allowed departmental time to attend seminars and meetings of these associations but is provided no funding.

Oakland Unified School Police Section

In September of 1990, the Oakland Unified School District (OUSD) and the City of Oakland formed a partnership with regard to the OUSD police. The city provided one lieutenant to act as the chief of the OUSD. That lieutenant answers to the commander of the youth and community services division.

Organizational charts of the division indicate that the OUSD lieutenant is responsible only for OUSD sergeants and officers. As previously noted, in actuality, the sergeant in charge of the school services unit answers to this lieutenant.

Two sergeants, ten officers, and one PST are assigned to the OUSD. One of the sergeants is responsible for patrol, and the second is responsible for investigating school crimes.

OUSD officers receive the same training and attend the same academy as City of Oakland officers. They attend a 15-week field training officer program and attend yearly advanced officer training. The school district pays the salary of the OUSD officers and purchases their equipment, including uniforms, weapons, and vehicles. The salaries of OUSD officers are considerably lower than those of city officers.

There appears to be a feelings among some city officers and officials that the quality of OUSD officers is not as high as that of city officers. This feeling was not evident during interviews with OUSD officers, SROs, or school officials. Some of these feelings may be rooted in tradition when the OUSD officers came under complete command and control of the School District. The lesser pay of OUSD officers contributes to this separation. In reality, OUSD officers perform the same tasks as many city officers, without any noticeable difference.

In addition to handling calls for service and other incidents at their assigned schools, OUSD officers staff all school athletic games, high school graduations, and school board meetings. During holidays and school breaks, OUSD officers supplement patrol 24 hours each day. They patrol the grounds of the schools in the city and answer calls for service there. OUSD officers follow the OPD's general orders unless they conflict with their Memorandum of Understanding (MOU). In that case, the MOU takes precedence.

In addition to working with school resource officers, the OUSD officers rely on the assistance of adult campus supervisors. These are civilian members of the community who work at the public schools and assist in maintaining order and controlling the entrance and egress of persons onto school property. Campus supervisors receive 40 hours of training upon appointment. The police department bears the responsibility to conduct background investigations prior to appointment, however, these investigations are not as comprehensive as those conducted on police applicants. In some instances, the campus supervisors have, themselves, been suspects in crimes, such as distributing controlled dangerous substances.

Youth Services Section

The youth services section is comprised of three components: field services, investigative services, and the administrative unit. Organizational charts indicate that this section was intended to be commanded by a lieutenant. That position, however, is vacant. The three sergeants who are responsible for units within Youth Services appear to answer to the lieutenant in charge of the OUSD police officers.

Field Services

Field services is made up of the Drug Abuse Resistance Education (DARE) program and the Police Athletic League (PAL). Seven officers are assigned to DARE, and two officers are assigned to PAL.

Drug Abuse Resistance Education

This area was recently reduced from eight officers to seven. The department provides the officers to teach the DARE program. The school district provides DARE supplies.

There are 82 public and private schools for which DARE officers are responsible. DARE officers attend the 8:00 a.m. line-up at the youth services division office after which they provide safe passage for children going to school.

The DARE officers present DARE core lessons to each sixth grade class in their schools. They each handle two or more _____ each day. Visitations to other grades, which is a part of the DARE program, were cut back when the eighth position was lost.

In the summertime, DARE officers supplement the Police Athletic League's programs, handle the youth summer camp, and supplement the beat patrol strength.

Police Athletic League

The PAL office is located in east Oakland. PAL officers work from that location. The PAL program was established to encourage officers to work with at risk youth and to provide the youth in Oakland a healthy avenue for growing and maturing. The sergeant in charge of field services attempts to split his time between the youth services division office and the PAL office.

In addition to the two full-time officers assigned to PAL, many officers volunteer their time to work with children involved in PAL programs. During non-school months, the traffic safety officers also assist.

Examples of some of the PAL activities are: summer camp, track and field, reading club, fishing pond, soccer and tennis, baseball and softball, just for girls, spanish club, youth center, handball, after school basketball, homework club, annual christmas dinner, and hoops for education.

Investigative Services Unit

This function is broken into three components: investigations, abuse, and missing persons. Abuse and missing persons work in the same physical area of the youth services division in close proximity to the sergeant responsible for investigative services. Investigations works in another part of the division. The physical location of these areas seems to have an impact on how much interaction the sergeant has with the investigators.

The office area in which the sergeant, missing persons, and abuse are located has only two available telephone lines. There is no clerk assigned to that area at this time. When investigators are tied up or away from their desks, the phones roll over to voice mail. The sergeant is generally the person who retrieves messages from the voice mail system. This can be a tremendous drain on his time as he listens to each message and records phone messages for other members of his work group.

The sergeant reviews crime reports and determines which ones will be assigned. He tracks statistics monthly on each investigator and groups the investigations he has assigned by type of crime. This assists him in ensuring that he is assigning cases fairly and equitably to each investigator.

Investigative services has recently begun a stand-by/call-out process. Prior to this, investigators assigned to investigative services never had the opportunity to be on the scenes of crimes they would later investigate, interrogate suspects at the time of their arrest, or interview witnesses. Now, two investigators are assigned each week to be in a stand-by

capacity and available for call-outs after hours. These investigators take a vehicle home with them during their stand-by period.

Investigations Detail

Four officers are assigned this function. They conduct follow-up investigations on any crime involving a juvenile suspect, except homicide or any degree of sexual assault. Additionally, they are responsible for investigating all vandalisms, regardless of the suspect involved. At the time of the site visit, each investigator was carrying a caseload of 23 or fewer cases.

The sergeant responsible for investigative services receives copies of field reports and assigns those that he believes warrant further investigation. Each investigator is responsible for handwriting or typing his or her own investigative reports. There is no secretarial support available which would allow the investigators to dictate their cases. Those who choose to use a computer or typewriter to prepare their reports must provide their own. There are no typewriters or computers available. In addition to their regular assignments, when an intake officer is on leave, an investigator must fill in for him.

Child Abuse Detail

Four officers conduct investigations of child sexual and physical abuse. A fifth investigator's position is currently vacant. These investigators work closely with the sexual assault unit of CID.

In addition to the cases assigned as a result of crime reports taken by officers, investigative services receives between 20 and 30 child abuse forms each week from teachers, social workers, and others. The department is required to investigate each of these matters. Few receive a thorough look. The sergeant in charge of investigative services reviews each report and immediately assigns only those that appear to be urgent. In those cases, a police report must first be prepared and a case number assigned before the case is assigned. Several file folders of unassigned child abuse forms exist in investigative services. Some of these incidents are up to one year old.

Unlike other investigative areas in investigative services in which some reports can be filed with no follow-up, every crime reported to the child abuse detail must be looked into. This can be as minimal as following up with a telephone call. During the site visit, each investigator in the detail was carrying 33 or more cases. The investigators are responsible for handwriting or typing their own reports, using personally owned typewriters or computers. If an investigator is working one large case, it is easy for his work and the work of other investigators to be halted while resources focus on that case.

Missing Persons Detail

This component is staffed by only one officer and one PST. A civilian staff member has retired, and her position remains vacant. Currently, an officer on light duty has been temporarily assigned to the missing persons detail.

The officer assigned to missing persons receives copies of every missing person or runaway report received by the department. The cases are assigned here regardless of the age of the missing person. The investigator is responsible for investigating the cases and following up after the return of the missing person to ascertain the reason the individual was missing. He is also responsible for working with the coroner's office in identifying "John Does."

In addition to reviewing the daily missing persons reports, the investigator must enter the data into the computer and review it periodically for accuracy. The volume of paperwork undoubtedly keeps the investigator at his desk the majority of each work day. Hundreds of missing persons' names appeared on a computer print-out at the time of the site visit. There had been little or no follow-up on each of the cases.

Should a critical case be reported or a high-profile case, it would be impossible for this one investigator to handle the entire investigation. Additionally, while his attention is focused on the one case, all others would remain untouched.

Administrative or "Intake" Unit

The Administrative Unit is responsible for "intake" and staffed by six officers and three PSTs. These officers are responsible for a myriad of tasks. They conduct computer checks in missing persons cases and call out the stand-by investigators as necessary. They answer radio requests from police officers regarding juvenile matters, and answer the unit's telephones. They also maintain two separate logs regarding incidents that occur during their watch. The log sheets are kept in the only two typewriters in the intake and investigations areas of the division, preventing these typewriters from being used for any other purpose.

Whenever a police officer makes contact with a juvenile offender, he or she must notify the unit to determine what course of action should be taken with the child. The choices are: counseling and releasing, preparing a notice to appear, or bringing the juvenile into Intake (in the youth services division office area). Both the intake officer and the patrol officer discuss the options. The patrol sergeant makes the final decision if the opinions differ.

Juveniles may not be detained in the unit for more than six hours. The division commander prefers that they be out within four hours. Juveniles 13 years of age and younger cannot be locked in a cell regardless of their alleged crime.

Juveniles that are brought to intake are processed by the intake officer. The paperwork is generally done by the patrol officer before the youth is brought to intake. If several juveniles are brought in at one time, the patrol officer will usually assist with processing or stand by while the intake officer secures the individuals. When a youth under the age of 14 is brought in, this poses a unique problem. There is no adequate place to house the youth since locking him or her in a cell is not an option. The intake officer must keep a close watch on the youth, who generally sits in a chair in the office area of the intake or investigation units. There is little to preclude a youth from running from the room if he or she chooses to do so.

Facilities, Equipment and Security

Each area utilized by youth services division staff is cramped and noisy. Available telephone lines are minimal, and there is little opportunity for private telephone conversations by investigators or supervisors. Some sergeants share work space with their subordinates, preventing them from having an area where they can hold private conversations with their employees.

Computers and typewriters are generally nonexistent. Employees who are responsible for their own typing bring their own computers to work. In most cases, these are lap top computers since their work areas are too small to accommodate full size computers, monitors, and printers. Photocopying machines are in short supply. Most are antiquated and frequently fail.

The police administration building is not a secured building. Persons are generally allowed to walk through common areas of the building without escort and without being challenged. The location of some functions, such as fugitive and warrant units, demands that known felons - currently wanted - present themselves deep in this building where the bulk of investigative and administrative operations take place.

Recommendations

1. The department should fill the vacant lieutenant positions. Until this is done, sergeants, in an acting capacity, should be placed in those positions. The current practice of allowing some sergeants to assume acting positions, while keeping other positions officially vacant allows management to be criticized for favoritism.

Allowing employees to serve in acting positions with the commensurate pay helps motivate employees and prepare them for the next step in their careers.

2. The commander should work with his staff in developing one organizational chart that accurately reflects the structure of the youth and community services division. Chains of command and duties and responsibilities should be clearly defined to each employee during this process.
3. The process for selection into this division, as all others, should be uniform and consistent, established in writing and distributed to all employees.
4. The school services unit should be organizationally relocated to the command of the lieutenant over the Oakland Unified School District Police Section. The commonalities between these assignments dictate that they be organized in a fashion that would facilitate constant interaction and one clearly defined chain of command.
5. The community services unit should be fully included in activities of the youth and community services division. These steps would include having members of the community services unit attend other meetings in the division and, perhaps, reorganizing office space to mix employees of both areas.
6. New organizational charts should show the "Youth Safety" function of the community services unit and should show the employee responsible for that program assigned there rather than to the school resource unit as is currently indicated.
7. Civilian secretarial staffing should be enhanced throughout the youth and community services division. The absence of sufficient numbers of civilians reduces customer service through issues such as being unable to personally answer telephones. It also results in an inefficient use of sworn staff who must type, answer phones, photocopy, and enter and retrieve data from computers.
8. The department should work with city legislators to enact legislation requiring the payment of fines for habitual offenders of false alarms. If this is not possible, the police department should consider doing away with the responsibility for tracking false alarm data and sending out notices to violators.
9. A civilian staff member should be available to answer the Crime Stoppers line at least during regular business hours. Many people are reluctant to leave telephone messages on a recorder. There is likely a loss of information coming into Crime Stoppers because of the voice mail system that is used as the sole source of obtaining information via the telephone.

10. Members of the Community Services Unit should be cross trained to provide back-up support when one or more members is missing.
11. The Community Services Unit should continue the practice of establishing and working through non-profit organizations. This has proven to be an ideal way for the unit to receive equipment and supplies.
12. If the Community Services Unit is to maintain its current staffing and programs, additional vehicles should be dedicated for that unit's employees.
13. Steps should be taken to define who is responsible for school safety programs and related presentations. There appears to be overlapping responsibilities between traffic safety officers, SROs, OUSD officers, and community service officers. The coordination and approval of these programs should flow through one individual.
14. Investigations assigned to SROs should be forwarded through their supervisor. Currently, these assignments come from the investigative services supervisor. Since the SRO supervisor is responsible for his employees workload and work product, it is imperative that he know what assignments they receive.
15. Steps should be taken to establish a way in which OUSD officers and SROs can attend line-ups together. On the surface, it appears that this may result in an overtime issue. However, many SROs and OUSD officers have ideas on how this could be accomplished and would undoubtedly be willing to help solve this issue.
16. A position for a computer forensics expert should be established within the department. Computer expertise in a department the size of the Oakland's is a must. To place this responsibility on a sergeant who is also responsible for a group of employees and their assignments takes away from his primary responsibility as a supervisor.
17. The positions of SROs should be abolished if the numbers of OUSD officers can be increased. There is tremendous duplication between the two sets of officers resulting in confusion by others in the agency regarding who is responsible for what and the status of each. Eliminating the SROs may assist OUSD officers in regaining the status they deserve.
18. Steps should be taken to eliminate any negative perception officers have of OUSD officers. This can be accomplished by including OUSD officers in OPD activities, by including them in line-ups, by having beat officers periodically ride with an

OUSD officer, and by supervisors and commanders speaking of them in positive terms.

19. The department should conduct more thorough background checks prior to hiring an adult campus supervisor.
20. A review of the physical layout of investigative services should be undertaken with the thought of having the supervisor near all components of this function. The staff of investigative services functions have much less interaction with their sergeant who is several rooms away in an area with abuse and missing persons details.
21. Additional telephone lines should be made available for the combined areas of abuse and missing persons.
22. Steps should be taken to fill the vacant civilian position in investigative services as soon as possible. Civilian staffing should be enhanced and equipment purchased to allow investigators to dictate cases. Considerable efficiency is lost by having investigators routinely perform clerical tasks that could be performed at a lower salary rate.
23. Personal computers or word processing equipment should be purchased and made available for those who will have the responsibility for processing (typing) case reports.
24. Arrangements should be made to have someone other than investigators fill in when an intake officer is missing. Investigators are consumed by case assignments. Taking them away from their primary assignment causes an unnecessary delay in working investigations.
25. The staffing in the child abuse detail must be enhanced. The current backlog of child abuse forms from outside individuals and agencies should not exist and could cause unnecessary criticism and embarrassment for the department. The department is required to investigate each case, yet the forms frequently sit for up to one year before any action is taken.
26. The missing persons component staffing level must be increased. Likewise, the department could suffer embarrassment or become the subject of civil litigation because of undue delay in adequately investigating missing persons cases.

27. Computer programs should be enhanced in the youth and community services division. The computer in the intake area should permit the capture of the same information being typed on two separate logs maintained by the intake officer.
28. An area should be established in accordance with within federal and state guidelines for the safe temporary housing of juveniles under the age of 14. The practice of having to allow a youthful offender to sit at a desk in the intake or investigations area of the division after processing is complete, is potentially dangerous. Not only could the juvenile escape, but he or she can arm himself or herself with common weapons found in desk drawers (i.e. scissors, letter openers, etc.).
29. Additional up-to-date photocopy machines should be purchased for the youth and community services division.
30. Additional security measures should be taken for the police administration building as a whole. Persons should not be able to gain access to elevators or stairs without first presenting themselves and their purpose to the desk officer. In most cases, citizens should be met at the front desk by the person they have come to see and escorted from that point. Proper visitor's identification should be worn by the citizen while in the facility.

Criminalistics Section

The Criminalistics Section (Crime Laboratory) is supervised by a crime laboratory manager and is staffed by three criminalist III's, five criminalist II's, two assistant criminalists, and a police evidence technician. At the present time, the lab is carrying one vacancy, a criminalist III position. The section is divided into three separate units: latent prints, drug analysis, and criminalistics.

The nearly full-service lab has been accredited, continuously since 1983. Its current accredited status is valid until 1998. Accreditation is awarded by the American Society of Crime Lab Director's Laboratory Accreditation Board (ASCLD-LAB) in the following areas of service: controlled substances, trace evidence, serology, firearms/toolmarks, latent prints and DNA (PCR). The cramped lab of nearly 3,700 square feet is currently expanding into an area vacated by the planning and fiscal division and will soon occupy the entire sixth floor of the headquarters building (approximately 6,500 square feet).

Latent Print Unit

As shown in Table 4.22, last year, with a full-time equivalent (FTE) of 3.0 personnel, the unit evaluated the quality of latents submitted in 2,138 offenses and compared the fingerprints of 408 suspects in 251 of these cases (there were 291 separate requests) resulting in the identification of 87 individuals for a hit rate of 31%. The unit processed 522 latent prints from 238 cases for submission through California's automated fingerprint identification system (CAL-ID). Computer comparisons resulted in the identification of 92 offenders for a hit rate of 34%. The police evidence technician assigned to the unit completed 146 latent processing requests (items sent to the lab for the application of more sophisticated processing techniques).

For the last several years the unit has had a continuing problem with a backlog of work. The 1994 year-end report indicated that there were 130 cases awaiting latent print processing (one person is assigned full time to latent print development), 116 requests requiring comparisons of named suspects, and 3,838 ALPS quality computer searchable cases awaiting preparation for submittal through the CAL-ID automated fingerprint Identification system. This preparation is quite time consuming as it requires a 5:1 transformation, a trace of the print and a reduction back to 1:1 before it can be subjected to computer searching.

This year, given the growing backlog of work, the laboratory manager increased the FTE from 3.0 to 3.5 (including an evidence technician assigned full time to latent print development).

Table 4.22 Latent Print Unit Statistics 1992 - 1994

Type of Activity	1992	1993	1994	% Change
Offenses with latents	3,058	2,575	2,138	-17%
Latent Processing Requests Completed	*	*	146	Unknown
Comparison Cases Examined	470	539	489	-9%
Named comparisons	309	273	251	-8%
Computer comparisons	161	266	238	-10%
Total Suspects Identified	167	218	179	-18%
Named Suspects ID's (Hit Rate)	103 (30%)	111 (34%)	87 (31%)	-22%
Suspects ID'd by computer (Hit Rate)	64 (35%)	107 (34%)	92 (34%)	-14%

* Number of requests for latent processing completed for 1993 and 1994 are unknown.

Drug Analysis Unit

Table 4.23 shows that the Drug Analysis Unit, which has an FTE of 2.0 to 2.5, received 8,507 cases (with an average of 1.48 exhibits per case) last year which was an 11% increase over 1993 (7,684). The unit, which lost a assistant criminalist position, required the time of other staff members (primarily from latent print casework) to satisfy the workload demands, analyzed 7% fewer cases in 1994 (4,564 compared to the 4,926 in 1993). However, it should be noted that the number of exhibits processed by the unit actually increased by 16% (5,800 to 6,750) due to the greater number of exhibits per case (the average for 1993 was 1.17 per case compared to 1.48 in 1994).

While the unit primarily relies on microcrystalline tests, if needed, criminalists have a GC mass spectrometer, a Fourier transform infrared spectrophotometer, two gas chromatographs and a U.V. spectrometer. Most of the analyses are performed on the same day they are received after the cases are screened by the Narcotics Section to insure that they are chargeable. Productivity may be adversely affected this year due to a newly implemented quality assurance program (repeat analysis) which will require that approximately 10% of the exhibits be retested. Unlike the rest of the section this unit does not experience a backlog problem due to turn around requirements.

Table 4.23 Drug Analysis Statistics 1992 - 1994

Type of Activity	1992	1993	1994	% Change
Cases Received	8,438	7,684	8,507	+ 11%
Cases Analyzed	5,310	4,926	4,564	- 7%
Number of Exhibits Analyzed	6,398	5,800	6,750	+ 16%

Criminalistics Unit

The Criminalistics Unit, when fully staffed, has a full-time equivalent of four criminalists, who are responsible for serology/DNA, firearms/toolmarks and trace evidence. Currently, the analysis of trace evidence is limited to fire debris (accelerant detection). As shown in Table 5.24, the unit received 155 cases in 1994 compared to the 192 in 1993 (a 19% percent decrease) and completed 221 requests for analysis in 146 cases. Due to shortages of personnel, there is a backlog of approximately 75 firearms cases and 150 serology cases. Some of the cases were received more than six months ago.

The lab went no-line with case work in DNA analysis (DQ Alpha) in September 1992. Six months later, the department's Criminalistics Unit became the first laboratory in the nation to be accredited in forensic DNA analysis by the American Society of Crime Laboratory Director's Laboratory Accreditation Board (ASCLD-LAB). That same year the lab began validation of a second DNA marker, but discontinued all DNA testing in September 1993 with the resignation of their DNA analyst.

With the hiring of a new analyst in April 1994, the casework involving DNA analysis was finally resumed in November (the first five months were spent re-establishing the typing technology and updating proficiency testing requirements). The program was discontinued early this year with the resignation of that DNA analyst. Authorization was granted, during the time of the PERF site visit, to advertise for a new DNA analyst, however it is anticipated that testing will not resume until early 1996. The lab manager advised that when the DNA analyst position is filled she would like to add two other DNA typing methods - PolyMarker and D1S80 by the end of next year (1996).

Table 4.34 Criminalistics Unit Statistics 1992 - 1994

Type of Activity	1992	1993	1994	% Change
Cases Received	233	192	155	-19%
Requests Received	332	268	241	-10%
Firearms	212	192	183	-5%
Serology/DNA	95	59	43	-27%
Other	26	14	15	+7%
Cases Reported	178	167	146	-13%
Requests Reported	260	232	221	-5%
Firearms	214	169	189	+12%
Serology/DNA	36	54	26	-52%
Other	11	15	6	-60%

Findings and Observations

The section has no written goals and objectives related to productivity, training or development of personnel, and development of a computer based management information system. The lab has eight PCs and has purchased network software and hardware. There are no formalized plans or timetables for networking the system or developing a computer based management information system.

As in other areas of the department, the criminalistics section suffered budget cuts last year that eliminated all training funds. The manager was allowed to transfer \$5,000.00 from other areas of her budget to fund some training. In the past, necessary cross training and development of personnel has been extremely difficult due to the backlog of cases and shortage of personnel. The recent enhancement of staff should alleviate this concern.

The Criminalistics Unit now occupies the area vacated by the planning and fiscal division. There is no replacement fund for the acquisition of high cost lab equipment which has a limited life expectancy, and for the retrofitting or remodeling of space to meet the unit's needs.

The ASCLD guidelines for determining overall laboratory space needs, recommends that a multi-discipline examiner requires 1,000 square feet, a manager requires 400 square feet, and clerical and support personnel require 200 square feet each. A 1.33 factor which takes into account circulation and structural requirements must also be applied. Therefore, in accordance with these guidelines, there is a gross space need for 14,364 square feet for existing staff. Although the expansion currently underway will nearly double the available space, it is still not adequate.

The office assistant II is responsible for a myriad of tasks which include primary support for the latent print section, filing of reports, checking evidence in and out over the counter, preparing lists of controlled substances for destruction, submission of all supply orders and also answering the phone and functioning as a receptionist. Due to the workload, the manager and other personnel must do their own typing. It is not possible to accomplish routine purging/maintenance and archiving of lab files. The caseloads for criminalist III's is adversely affected by the time they are involved in supervisory duties (approximately 25%).

Until the DNA analyst is hired, exhibits which are determined to be sub-analytical and require PCR have to be sent to a private lab at a minimum cost of \$2,000.00 and those requiring RFLP testing will be sent to the FBI lab in Washington where there is a substantial backlog and wait for cases.

There is concern that there is no effective way to determine whether or not work is still required on backlogged cases which range in age from six months to a year. The section does not have direct access to a computer base which would provide them with case status information such as the District Attorney's Daylight System or the Alameda County Corpus System.

Recommendations

1. The section should establish written goals and objectives related to productivity, training and development of a computer based management information system.
2. Adequate training for section personnel should remain a high priority.
3. The lab manager should establish a formalized training schedule for all personnel.
Cross training and development of personnel is extremely important and can not be deferred because of a backlog of cases. These backlogs are likely regardless of the staffing levels.

4. Plans for a new police facility should incorporate the requirement of 14,364 square feet for the criminalistics lab plus future expansion (in accordance with ASCLD guidelines).
5. All drug evidence currently retained in the laboratory that has already been analyzed should be turned over to the property section for storage. Criminalistics has neither the space or personnel to maintain this evidence.
6. A clerical position should be added to accomplish routine purging/maintenance and archiving of lab files and provide word processing services. This additional should free time to help address backlog problems.
7. The department should facilitate the recruitment and hiring of a DNA analyst due the high costs associated with private lab analysis and the backlog of cases.
8. The city should consider the establishment of a replacement schedule and fund for the acquisition of high cost lab equipment which has a limited life expectancy.
9. The section should have access to a computer system that will readily provide them with case status information so that unnecessary work is not conducted on backlogged cases.

CHAPTER 5
BUREAU OF SERVICES

CHAPTER 5 BUREAU OF SERVICES

Jail Division

Background

The Oakland City Jail, contained in the same building as police headquarters, is operated by the police department. At the time of this study, the operation of the jail was also the subject of a full study. A joint city/county study group has examined and reported on specific alternatives for providing jail services. They are:

- Oakland Police Department continues to run the jail
- Alameda County assumes jail operation
- close the jail and operate through the county jail system
- consolidate the city and county jail systems
- contract jail services to a private vendor

Inasmuch as these alternatives and other cost saving measures were fully explored and independently reported by the joint committee, the focus of this review of the jail will be limited to current operations (staffing, safety, and procedures) as they relate to the management of a component of the police department.

Findings and Observations

Staffing

The jail is commanded by a police lieutenant who generally works from 10:00 a.m. - 6:00 p.m. Monday - Friday. Watches are supervised by police sergeants. One sergeant is assigned to each of three watches, a fourth is the relief sergeant, who is scheduled to cover the days off of others, and the fifth sergeant handles administrative duties on day work.

With the exception of a few employees who start slightly earlier or later (watch sergeants come in 30 - 45 minutes before the start of a watch and food service staff work staggered hours), most employee work the following hours:

- first watch (10:45 p.m. - 6:46 a.m.)
- second watch (6:45 a.m. - 2:45 p.m.)
- third watch (2:45 p.m. - 10:45 p.m.)

Days off are staggered throughout the week. Administrative staff are off Saturday and Sunday, but days off of staff assigned to watches are evenly distributed.

There are a total of 101 sworn and civilian staff assigned to the jail. Of the 71 correctional officer positions allocated to the jail, one is assigned to administrative duties and 70 are allocated to the three watches. However at the time of the PERF study team's visit, only 63 were actually assigned to watches. The first watch was five correctional officers short and the third watch was short two.

With seven vacant position, the jail was operating with 90 percent of allocated correctional officers. More specifically, the second watch was operating with 100 percent of allocated correctional officer position filled. With two vacancies, the third watch was operating with 91 percent of correctional officer positions filled. And with five vacancies, the first watch was operating with only 75 percent of its allocated positions filled. The second watch encompasses all meal periods and is allocated all the jail's cooks and cook's assistants, except for the one cook on the first watch. The second watch was short four cook's assistants. Chart 5.1 depicts actual staffing, as reported May - July 1995.

Chart 5.1 Correctional Staff By Shift

Position	Watch I	Watch II	Watch III
Sergeant	1	1	1
Correctional Officer	20 (5 short)	22	21 (2 short)
Cook 3 & Cooks	1	4	0
Cook Assistant	0	3 (4 Short)	0
Records Spec	0	1	1
Utility Worker	1	3	2

There are no formally set minimum staffing levels for correctional officers per watch. This is partly, because need is predicated on the size and demeanor of the inmate population which fluctuates. Though the jail's capacity is 320 inmates, the actual number for the past two years has hovered under 200.

Supervisory personnel indicated that at the current actual level of staffing, they cannot justify allowing more than two correctional officers off per watch. Staffing the facility with a level lower than that would jeopardize the safety of the remaining correctional officers.

With some frequency, annual leave usage and unexpected shortages (sick leave) result in an overtime expenditure to adequately cover the watch. In rare instances, officers from the police department (usually females officers) have been temporarily reassigned to assist at the jail for a watch. If at any time the facility becomes dangerously understaffed, inmates can be transferred to the county jail. By law, the sheriff cannot turn inmates away.

Jail related overtime is reported to be much more often anticipatory than reactive. This is supported by the FY '94 - '95 overtime report (for the first 10 months of the fiscal year) which reveals that 70% of overtime was attributed to scheduled backfilling on watches where a safe level staffing would otherwise not have existed.

Overtime records for FY '93 - '94 and FY '94 - '95 reflect an increase in the overall amount of overtime expended in relation to the operation of the jail. In Fy '93 - '94, overtime expense was reported to be \$529,397 plus an estimated \$62,469 for retirement and fringe benefit costs (\$591,866 total). Figures for the first 10 months of FY '94 - '95 reflect \$593,595 in overtime and \$69,957 for retirement and fringe benefits. When projected for a full 12 months, the total reaches \$796,262, an increase of 34 percent over the previous year.

Facility and Operations

The jail facility is located directly adjacent to police department headquarters. Prisoners are brought into the facility through a secure, ground level sallyport entrance. Once inside the building, armed officers are to secure their weapons in a lock-box located inside another locked room. Prisoners are searched upon entry into the facility and anything deemed to be dangerous is confiscated.

If a prisoner is determined to be suffering from an injury or other medical condition that requires attention, the jail staff may refuse to accept custody of that prisoner until appropriate care has been provided.

Male prisoners who are accepted are fingerprinted, photographed and placed into a holding cell until their identity is confirmed. There are seven single occupancy male holding cells, four multiple occupancy cells, and one padded cell available for use in this area. Prisoners are not maintained over four hours (usually not over two hours) in this preliminary holding area.

Cited prisoners are thoroughly searched and their property is inventoried. While paperwork is completed and matched-up, prisoners are held in another dormitory, still at ground level. After a criminal history check is completed, they are given bail details (if any) and permitted to make a telephone call. If bail is not made, they are taken upstairs via a secure and video monitored elevator.

There is a noticeable lack of automation. Booking, inmate tracking and administrative functions are currently manual processes. Reportedly, the city is working to procure an automated jail management system. Only a small number of the employees at the jail are currently computer literate. There is concern among some that the acquisition of an automated system without sufficient training could have serious consequences.

The second floor contains the primary housing units for the jail's population. Misdemeanants and felons are housed in separate dormitories. Convicted felons are housed in individual cells. Additionally, there is an overflow dormitory, a safety or "infectious" cell, and eleven other cells. Cells are equipped with audio monitoring equipment. Hallways and a few cells are video monitored. Monitors are located at jailer stations in the facility.

Also on the second floor of the facility there is a barber shop, two interview rooms, a law library, an infirmary and dispensary, a laundry, kitchen and dining area. Up to 64 prisoners can be served in the dining room at a time. Prisoners eat most of their meals in the dining room unless they are ill or served in their dormitory. As many as 35 contract prisoners may be housed in dormitory set aside for pre-conviction prisoners of the U.S. Marshals' Service and the U.S. Immigration Service.

In order to accomplish sight and sound separation between male and female prisoners, when females are brought into the facility, they immediately go upstairs for processing. The female area of the second floor consists of a processing room, five double occupancy cells, three security cells and a safety or "infectious" cell. The dispensary is common to both males and females, but populations are not mixed. Only two of the female cells are video monitored.

The facility is old, but was found to be reasonably clean and appeared to be in acceptable condition. Overcrowding is not a problem. A great many police officers reported recurring plumbing problems where the police locker room (below a portion of the jail) has flooded with sewage emanating from the jail. This is reported to occur where old and newer, replacement sewer plumbing is connected. Though this has not occurred in about two years, it has occurred frequently enough that it was reported repeatedly among concerns of officers.

The jail is equipped with an alarm system, that when activated, sounds throughout the jail and at the police department's patrol division and communications division. Neither the patrol division or the communications division is given any indication as to the nature of the problem, only that the alarm has been sounded. A patrol division officer investigates as quickly as possible and advises communications as to the nature of the incident and if assistance is needed. Upon receipt of the alarm, communications staff call the jail's front desk "hot line." If there is no answer, or if the jailer answering the "hot line", or the investigating patrol officer indicate a problem, communications is to initiate a police response.

Internally, when an alarm is sounded, the watch supervisor is responsible for immediate investigation. If there is an incident, the supervisor directs appropriate action. This could be to lock down the jail, isolate the incident to the degree possible or evacuate the jail. The supervisor is also responsible for notification of the police patrol investigator of the incident status.

Jail staff indicate that the acquisition of needed supplies is not always timely. For example, prisoners are expected to report to court wearing standard issue paper jumpsuits and sandals. The jail experiences difficulty in receiving an adequate supply. When the prisoners appear in court in other attire, judges frequently express displeasure.

A review of departmental general orders (G.O. N-1, revised Nov., 1994) outlines the procedures for ordering supplies from an outside vendor. Requests are submitted on a supply order form and coordinated by the accounting section.

Procedures are also included regarding the placement of "Emergency Confirming Orders." In this instance the unit commander is to direct supply the accounting section. If approved, the request is relayed to the purchasing division of the office of budget and finance. If approved for purchasing, an order number is issued to the allow the unit commander to order directly from the vendor.

Recommendations

1. Safe, minimum correctional officer staffing levels should be reiterated for each watch. These minimum levels should be formal, written and distributed to jail personnel. Safe minimum levels may be different depending on the watch, the size of the population and/or conditions in the jail, but they should be available to supervisors responsible for holding over or calling back staff or making scheduling decisions. Minimum levels should be determined in conjunction with any shift/watch plan change that may come about as a result of the Joint Study Group's effort to reduce costs at the jail.

The overall staffing level of correctional officers needs to be sufficient to permit the granting of leave to a reasonable number of officers at one time. The overall staffing level should be sufficient to grant more than two officers leave before having to backfill positions on overtime.

2. The procurement of any automated jail management system should be preceded by an adequate training program to ensure the conversion from manual systems does not result in the loss of data.
3. In the event the present jail facility continues to be operated as a jail, proactive steps should be taken to correct problems with the physical plant. Specifically, if a plumbing problem exists that is subject to flood sewage into the police officer's locker room should be corrected before not after another such occurrence.
4. Purchasing procedures for essential supplies at the jail need to be initiated with sufficient time so as to ensure the delivery of supplies before others are in danger of running out. Emergency procurement procedure should be streamlined to ensure supplies that are immediately needed can be procured quickly. If procedures are time-consuming, jail personnel responsible for ordering supplies should plan accordingly. However, regardless of why essential supplies may be in short supply, emergency requisition procedures must permit very quick procurement.

Communications Division

The Communications Division is a component of the Bureau of Services. The commanding officer is a police lieutenant who reports directly to the deputy chief of services. The division is staffed with four police sergeants, and 70 civilians. The 70 member civilian staff consists of five dispatcher supervisors, 64 dispatchers and one secretary.

The Communications Division serves as the public safety answering point (PSAP) for the Enhanced 911 (E911) emergency telephone system and is responsible for the dispatch of police and animal control calls. Emergency calls for fire and emergency medical services received through the E911 system are transferred to the fire department for dispatch.

In addition to the E911 phone lines, the department has a listed seven digit emergency telephone number and a seven digit non-emergency telephone number answered in the communications center. The 1994 Activity Summary for Communications indicated that there were 928,590 telephone calls processed, of which 315,376 were received via the E911 system (34%), 85,962 were received via the seven digit emergency number (9%), and 491,407 were received via the seven digit non-emergency number (53%).

The center experienced a 7.6 percent decrease in the number of telephone calls received during 1994. This was the first time the number of calls had dropped below one million since 1985. Statistics for the first three months of 1995 indicate a 1.6 percent reduction in telephone calls from the same period in 1994.

Only thirty percent (280,909) of the telephone calls received within the center, during 1994, resulted in a police unit being dispatched. This is a 3.5 percent decrease in the number of calls from 1993. Approximately 53 percent of the telephone calls (491,407 calls in 1994) are received via the non-emergency line. Over 75 percent of these non-emergency calls result in no official action with 40 to 50 percent being referred to other sections within the department or city.

The police department utilizes the 800 megahertz radio frequency for all dispatching. The 800 mhz. system has been in operation for approximately two years. Problems in software and equipment engineering are still being experienced but are gradually being solved. The present computer aided dispatch (CAD) system went on-line during the same time period.

Equipment and service for the telephone are maintained according to the type service the line affords. The 911 system is serviced by Pacific Bell, the seven digit telephone lines

are serviced by AT&T and the Departmental telephones and lines are serviced by the city. The software for the CAD system was developed and serviced by the city.

There are three primary channels for police dispatching within the five patrol districts and Animal Control and one service channel for all operations. The patrol field operations watch commander is responsible for deciding the radio channels each patrol district will utilize. During certain days and times on First Watch, all five patrol districts may be operating on one channel. Additional channels may be staffed for dispatching during special operations or situations.

The service channel position is normally staffed with two persons, one to handle the radio and the other to handle the various requests and the administrative tasks. The service channel is responsible for handling all requests for warrant checks, license checks, vehicle checks and the record keeping tasks associated with this function. They also handle other requests, including wrecker calls, made by officers in the field.

Personnel assigned to communications work three fixed shifts: First Watch, 2300 to 0700; Second Watch, 0700 to 1500; and Third Watch, 1500 to 2300. Assignment to each watch are on the basis of seniority and assignments are made every January.

Each watch has a minimum staffing level, based upon the time of day and day of week. Staffing levels for each watch are determined by work load experience. There are two levels of minimum staffing, Minimum After Discretionary Leave (MADL) and Minimum Staffing Level (MSL). MADL refers to the minimum staffing level after all discretionary leave and all known non-discretionary leave (i.e. sick, vacation, etc.) has been scheduled. MSL refers to the minimum level that is acceptable for staffing before mandatory overtime is invoked.

The minimum staffing level (MSL) goes from a high of fourteen on Saturday of the Third Watch to six on the First Watch after 0530. The division utilizes mandatory overtime work (OTW) to ensure minimum staffing levels (MADL) for all shifts. Dispatchers are allowed to work a maximum of 20 hours per week of overtime. The decision to staff a vacant position, by the use of OTW, rests with the communications supervisor.

There are 14 dispatchers assigned to First Watch. Second Watch has 24 dispatchers. Third Watch has 22 dispatchers. To meet staffing needs Second and Third Watch has persons who overlap shift hours. Each watch has approximately two open positions that may be filled by OTW, if necessary.

Each watch has a police sergeant and communications supervisor assigned. There is a relief civilian supervisor but the relief sergeant was eliminated last year in budget cuts.

Overtime is used to fill the sergeants position during scheduled days off. During each watch, the sergeant normally handles the radio dispatchers and the communications supervisor handles the call takers. The sergeant is the senior supervisor and the communications supervisor functions as the assistant.

Evaluations for personnel assigned to each watch are mutually divided between the sergeant and supervisor. The sergeant serves as the police liaison to communications and is available to handle inquiries from the field on various situations. The majority of the administrative and training duties are handled by the communications supervisor, including investigations of complaints against dispatchers.

There are numerous reports and forms that must be completed by the supervisor during each shift. Daily attendance logs, payroll sheets, time off forms, training progress reports, sick forms, and evaluations are just a few. A lot of the reports and logs are redundant in nature and could be either handled by the individual employee or computerized. During 1994 employees within the communications center averaged 7.6 days of sick leave. This is an area that requires closer monitoring.

The communications center is divided into two areas, the call taker's area and the dispatching area. The call taker's area has cubicles for each call taker with a telephone and computer terminal for the CAD system. The dispatching area consists of dispatching consoles for each of the primary dispatching channels with the capability of extra dispatching channels, should the need arise. The service channel has two positions, due to the volume of work handled. The supervisory position in the dispatching area allows the supervisor to monitor all activities throughout the center.

One position within the call taker's area is reserved for the ambulance operator. All requests for ambulances are forwarded to this position either via computer or by phone. The Telephone Reporting Unit is located at the front desk in the lobby of police headquarters. Personnel assigned to this position are generally light duty officers or civilians. There is no consistency in the manner in which this position is staffed.

The telephone system is computerized and allows for automatic call distribution among the call takers. The system tracks incoming telephone calls and records answering time, status of available staff and automatically distributes calls among the available call takers. The system has a display board that displays the number of 911 calls waiting and the longest wait period (in seconds). This display board is visible throughout the communications center.

When an incoming telephone call is received, the computer automatically selects the appropriate call taker. This decision is based upon the number of calls previously handled

and the nature of the call, i.e. emergency/non-emergency. The call taker obtains preliminary information concerning the call and makes the appropriate handling decision. If the telephone call requires a response by an agency, other than the police, the call can be transferred to the appropriate agency without delay.

If the call requires any type of police response, information about the call is typed onto a masked screen and forwarded electronically to the appropriate dispatching position. Upon receipt of the complaint from the call taker, the dispatcher will make an appropriate handling decision based upon availability of units. Calls requiring only a phone or mail report are printed out for later pick up by personnel from the Report Unit. These print outs are picked upon an hourly basis.

If the call is a Priority A call (In-progress, danger to individual) the first available unit is dispatched. If there are no units available the dispatcher broadcasts the nature and location of the call to determine if any unit can clear their present assignment to handle. If the call is a Priority B call (disturbance, stolen auto, etc.) the call is held until the closest beat unit(s) is available. If the call is a Priority C call (cold report) the call is held until the beat unit is available. The CAD system is programmed to alert the dispatcher if no dispatch action has been taken on a call in excess of 30 minutes.

All calls automatically receive an incident number. Starting daily with the number 0001, the incident numbers continue in sequence until midnight. The incident numbers are recorded on the various reports completed by the officers in the field. The incident number is the primary method of determining the number of calls requiring a police response daily and for tracking calls for service, should a problem develop. This creates problems, if the wrong date was used on the officer's incident report. Report numbers are assigned manually while offense reports are being processed in the Records Division.

A multi-channel recorder capable of recording all incoming telephone lines and dispatch positions is located within communications. Tapes are changed daily and are maintained for 120 days, per state law. The dispatch terminals do not have the capability for instantaneous playback of calls. If a situation requires the tape playback of the call, the supervisor must go to the main recorder for play back. The administrative communications supervisor is responsible for handling requests from other sections for copies of communications tapes.

Dispatchers receive 120 hours of simulation and classroom training and then 40 weeks of on-the-job training at the various positions within the center. They must meet minimum levels of competence prior to being allowed to work solo at the various positions. Advance training opportunities are limited due to staffing problems. Communications supervisors are POST certified trainers and conduct the training for their watch's.

All personnel assigned to communications are trained to work all positions within the center. During the watch, personnel rotate among the dispatching and telephone answering positions approximately every two hours. Sergeants are assigned to communications for approximately two to three years. They are not required to maintain the same training levels as dispatchers.

Some patrol vehicle have mobile data terminals (MDTs), allowing officers to perform various checks with the local, state and national computer systems. The MDTs are 15 to 20 years old and parts are not available for repair. MDTs that experience problems are repaired from parts from other broken units or are not repaired but kept for spare parts.

There are several personnel within communications who have experienced either back or carpal tunnel problems that are possibly associated with the work stations. Several have obtained doctors prescriptions for special chairs. The present work stations and chairs are not ergonomically designed. The staff believes that some of the problems with the work stations will be resolved with the move into the new facility. The problem with the existing chairs has not been addressed except on an individual basis.

Relations between communications personnel and personnel in the field is cordial. Supervisor often attend roll call briefings and dispatcher trainees are allowed to ride-a-long during their training. If time allows, senior dispatchers try to ride-a-long with patrol approximately every six months.

The fire department maintains a separate communications center, staffed 24 hours a day. The fire communications center is staffed with a supervisor and a minimum of 3 dispatchers on each watch. During 1994, they handled 61,660 calls, 49,157 required an emergency response from either fire or EMS. Nearly all of the emergency calls for fire or EMS are transferred via the E911 system. Fire communications also operates on the 800 Mhz radio frequency.

Recommendations

1. The sergeant's position within the Communications Division should be replaced with a civilian. The functions/decisions handled by the sergeant could be handled by street supervisors. Tactical decisions should be handled by field personnel. Individuals with questions not able to be handled by the communications personnel could be referred to the field supervisors. A second civilian supervisor is required on each watch, one for the dispatch function and the other for the call takers function. One supervisor would be responsible for the call takers and the other the dispatchers.

2. Wherever possible, the administrative reports presently being prepared within the center should be computerized, eliminated or the responsibility changed. Watch logs, assignment logs, maintenance logs are amenable to computerization. Daily time sheets should be the responsibility of the individual with supervisor overview. A careful review of all existing record keeping functions should be conducted with the aim of paperwork reduction. This will allow more time for actual supervision and training of personnel.
3. Ergonomically designed chairs should be purchased for each work station in conjunction with the move into the new communications facility. Repetitive motion injuries associated with computer work stations are a serious problem, both from a health and financial standpoint. OSHA is currently working on regulations concerning this issue. All efforts should be made to reduce the number of problems associated with repetitive motion injury.
4. The MDTs should be replaced. This will be a requirement of NCIC 2000. Plans should be made to ensure that adequate funds are available to equip the vehicles with MDTs.
5. Consideration should be given to assigning report numbers versus incident numbers. This will separate the two events that numbers are assigned, those requiring reports and those not requiring reports (i.e. traffic stops, etc.). The computer can automatically assign a report number to incidents. This will eliminate the necessity of the records personnel assigning and marking reports with the report number.
6. Clearance codes should be established to eliminate the necessity of officers in the field completing incident reports for minor events. Clearance codes (i.e. advise given, unable to locate, report made, etc.) would be added to the computer dispatch record by the dispatcher. A policy will be required to ensure that reports are made for those incidents the department requires written documentation.
7. The use of overtime should be closely regulated and monitored to ensure that it is required.

Personnel and Training Division

Personnel Section

Background

The personnel section is organizationally situated under the personnel and training division, which is headed by a police captain. The personnel section, under the direction of a lieutenant, shares with the city office of personnel, responsibility for the recruitment and hiring of police officers, the administration of the promotional process and the performance evaluation process, and general personnel administration.

Authorized staffing of the section is: one lieutenant, one sergeant, five police officers, and five civilian employee positions. At the time of the PERF study team visit, two police officer's positions (a benefits coordinator and a background investigator) and one office assistant II position were vacant. Work in the section is essentially divided into recruitment and personnel administration.

Findings and Observations

Recruitment

One police sergeant and two police officers are responsible for the department's recruitment effort. This effort is limited to attempts to attract applicants for entry level sworn, cadet, and reserve officer positions. With the occasional exception of dispatchers, civilian recruitment is not handled by the department.

At the time of the study team visit, the department was not in an active recruitment mode. The last sworn officer hired by the department was in July, 1994. Despite current vacancies of 29 police officer positions, four sergeant positions and two lieutenant positions, there were no immediate plans for additional hiring.

When the department is actively recruiting for the position of police officer, activities of the sergeant and two recruiters are limited to the distribution of hiring brochures and visits to job fairs, bay area colleges, and community events. In 1993, recruiters attended 37 such events, in 1994, 39 and through May of this year 17. The department does not sponsor its own job fairs in advance of anticipated hiring. The success of this level of commitment to recruitment has been questionable.

Recruiters maintain interest cards (rather than applications) on potential applicants. After an interest card is completed and filed, there is no further contact with the person until hiring is announced. When the department anticipated hiring new officers, recruiter made contact with the persons for whom cards were on file.

It is natural to expect that many of the persons who express an interest in police officer positions are in need of a job at that time and cannot wait months or years for positions to be announced. However, some number are not immediately desperate for employment and are more interested in a career change. These persons might be convinced to wait for upcoming opportunities if recruiters do a good job of selling the Oakland Police Department. A potential applicant's willingness to fill out an interest card demonstrates his or her desire to examine a job in law enforcement, but they may be looking for the "best deal." Even when vacancies are not expected to be filled soon, recruiters should be working with potential applicants to convince them the Oakland Police Department is worth waiting for. This is not occurring to any significant degree. Recruiters indicate that as many as 50 percent of the 1400 persons with interest cards on file are no longer interested in applying.

The department's recruitment effort has no mission, goals or quantifiable objectives. Informal objectives, in the past, were simply to attract applicants with a clean background, the ability to pass the written test, and adequate physical agility. Emphasis was also placed on the hiring of minority applicants and Oakland residents. There is not a college requirement for the position of police officer, nor do applicants with college formally receive preferential consideration in the selection process. Yet recruiters do attend job fairs at area colleges, the department's cadet program requires cadets to be attending college, and the city pays a salary incentive of one to five percent to officers with college degrees.

The department's recruiting staff recognizes that the department's acceptance of a community policing commitment impacts the recruitment effort in that the qualities to be sought in applicants may be changing. They would like to hone in on applicants who possess better than average problem solving skills. However, there is no plan that identifies the knowledge, skills and abilities that relate to community policing.

California Police Officer Standards and Training (POST) has identifies 15 job dimensions that apply to the position of police officer in the State of California, but none address problem solving or community policing. Though nothing was actually under development at the time of the study team visit, the recruiting staff was hoping to develop a "desired traits criteria."

The Hiring Process

The Application Stage

When the hiring of recruit officers to fill vacant or newly created positions is approved by the city manager, the application acceptance period opens. A position announcement is prepared and distributed by the city's employment information office. Recruiters make contact with persons for whom interest cards are on file. All interested persons are instructed to complete and submit an application.

It is interesting to note that the last vacancy announcement (dated January 3, 1995) advertised the position of police officer trainee as open only to existing city and port employees. This is extremely limiting. This practice assumes the best applicants for police officer, those who possess and best demonstrate the knowledge, skills and abilities needed to successfully perform as a police officer, are already city or port employees. This is a doubtful assumption. Many local governments restrict applications when the vacant position is regarded as a promotional opportunity, but the position of police officer at entry level, should not be restricted in that manner. The Oakland Police Department should be in search of the best possible applicants, and not restricted to an abbreviated applicant pool.

Upon receipt and initial screening, acceptable applicants are informed by the police department of the next scheduled written, entrance examination. Applications that are rejected at this stage are only those that fail to meet minimum requirements, such as age.

The Written Examination

The written examination is a two step process. First, applicants take a written, 100 question, multiple choice, reading comprehension test. This test was constructed by a contract vendor and has not been changed since it was adopted in 1992. This component of the written test is graded on the spot, by scanning. A score of 70 percent correct is required to pass this pass/fail test. This component may be waived if the applicant is an Oakland police cadet or reserve officer who has recently passed this test. Those who pass proceed to the second component.

The second entrance test component is written performance examination. Applicants view a situational video tape and must write a generic police report narrative account of what they observed. The results of this component are reviewed by city personnel staff and the police personnel and training division captain. The reports are checked for spelling, grammar and content. Historically, there have been disagreements spelling and grammar errors and what constitutes acceptable versus unacceptable responses. This is also a pass/fail test. The last time this component was offered, the video showed a wallet being taken, yet a large

number of applicants indicated it was a purse. This incident has raised questions, not yet resolved, as to the validity of the testing instrument.

The Physical Agility Test

Intended to measure an applicant's ability to perform the type of activities that may be required of an Oakland officer, this is a practical examination. In a two and one half minute time limit, an applicant must complete eight consecutive obstacle course events. They are:

- run 300 feet
- scale a 6 foot wall
- walk a balance beam
- run 300 feet
- squeeze a 75 lb hand grip
- rest for 30 seconds
- run 50 feet
- drag a dummy 50 feet
- elevate a dummy 2 feet

The physical agility test is also a pass/fail test. The failure to perform any one component of the agility test is considered a total failure. Those who fail are permitted to try the entire test a second time. Again, the entire test must be passed to proceed.

The Personal History Questionnaire

Those who pass the physical agility test are given a personal history questionnaire to complete and submit within 10 days. This document requires the applicant to supply information about his or her criminal, traffic, employment, educational, financial and social history. In compliance with the Americans with Disabilities Act, questions relating to the medical and drug use history of the applicant are not asked at this point. However, as discussed in greater detail in a following description of the background investigation, the department's general order on background investigations and questions to be asked in conjunction with the questionnaire has not been revised to meet Americans with Disabilities Act mandates.

The information provided by the applicant is reviewed for obvious disqualifies (felony convictions, driver's license revocation, repeated employment termination, etc). Serious problems noticed at this point are immediately discussed and may eliminate the applicant from further processing. Follow up investigation (to confirm or disprove information provided in the questionnaire) is conducted later in the selection process.

The Oral Interview

In this component, the applicant is presented a series of oral or video taped scenarios. Afterwards, the applicant is asked a series of questions about each. The applicant's answers are scored on a scale of 1 - 5. A total score of 70 must be achieved to pass. This is the first component of the selection process that results in a numerical score that impacts the applicant's standing on the eligibility list. About 15 minutes is devoted to this process.

The board(s) assembled to conduct these interviews consists of officers and supervisors from within the department. About thirty sworn members have been trained to perform this task. Training is provided to inform interviewers of what constitutes appropriate questions, what to look for in responses, and to ensure that uniformity and consistency exists among interviews. More than one board may be constructed for this purpose. Therefore, uniformity of interviews is critical to fairness.

Boards may include the applicant's recruiter or other personnel who are familiar with the applicant. Though the process and the members of boards are reported to be as objective as possible, recruiters and background investigators who are familiar with certain applicants may unintentionally exhibit preferences and prejudices based on information to which they have been exposed. When interviewers are more familiar with some applicants than others, an unfair advantage may exist.

The Personal History Questionnaire Interview

Information reported by the applicant is confirmed by mailed questionnaires and telephone interviews with prior employers, etc. Information uncovered during this stage may serve to provide leads worthy of follow-up in the background investigation. Any discrepancies or areas of concern are discussed at this interview.

In the event the interview board feels there may be a problem that should be further explored, they may enter notes in the file in a different color ink to indicate their concern about new leads to be followed or areas to be more fully investigated. In order to continue in the selection process, this interview must serve to resolve any areas of significant concern. Each area reviewed by this board is rated +, -, or 0.

At the conclusion of this stage of processing, applicant files (and board recommendations are reviewed by the personnel section lieutenant and the personnel and training division captain. Any single board rating of "0" or two ratings of "-" are cause for rejection. The submission of false or inaccurate information is also cause for disqualification. Rejection determinations are made at this point.

The Background Investigation

The files of those applicants who have successfully completed the oral board and personal history interviews are assigned to a background investigator for follow-up. Depending on the number of backgrounds to be conducted, they may be done strictly by personnel section staff, or help from others in the department may be needed. When the total number of investigations to be conducted can be handled by section staff, that is preferred, even if some overtime is required. The 100 or so backgrounds for cadets, reserves and civilian applicants that are conducted annually are usually handled by section personnel. When large numbers of applicants are being processed for a police officer recruit class, others are temporarily assigned (TDY) to personnel to assist.

When help from outside the section is needed, another 30 or so sergeants and lieutenants throughout the department have been trained to conduct background investigations. Background investigative training was conducted, in-house, using POST guidelines.

All references, past employers and associates listed in the personal history questionnaire are checked. A POST mandated list of inquiries that are to be made is followed. The department's procedures for completing personal history investigations are defined in general order (D-11) which was last updated in June, 1985 (prior to the advent of Americans with Disabilities Act requirements). Among the inquiries called for is a check of medical records and past drug use history, which in light of ADA, is not permitted until after a conditional offer of employment is made. Personnel managers indicate that the procedures practiced are in compliance with ADA. There is, however, no updated written procedure that addresses current requirements.

If persons who need to be interviewed about an applicant's past reside within 50 miles of Oakland, they are personally visited. Unless there is a reason to make a personal visit, those further away are reached by telephone and mail. Sometimes, police departments in the area of the person to be contacted are called upon to lend assistance. Typically, a complete background investigation can be conducted in 20 hours of investigative time.

Once this work is finished, the section's background coordinator, a police officer, examines the file before it is submitted for final review by the sergeant, lieutenant and captain. Applicants who are removed from consideration, are entitled to reapply in the future, even if the nature of the disqualification is such that the applicant cannot ever be hired (for example, a series of felony convictions).

Certification and Conditional Offer of Employment

Those who remain viable are numerically ordered on an eligibility list which is forwarded to the chief of police. The number of named certified exceeds the number of vacancies to be filled by five. For example, if 25 officers are to be hired, the top 30 names are submitted to the chief. The chief of police determines who shall be offered conditional employment.

The selected applicants are sent a conditional offer of employment letter. These applicants are directed to undergo medical and psychological examinations.

The Medical Examination

Applicants are examined by a contract physician who determines the applicant's overall health to be adequate or inadequate for the position of police officer. The medical standards to which applicants are applied are prescribed by the POST Administrative Manual (Section C-2, Physical Examination).

In the event an applicant wishes to appeal the city physician's findings, he or she may secure a self-paid examination from their physician of choice. When this examination differs from the city's, a third physician (of the city's choosing and at city expense) performs another examination, the findings of which will be final.

The Psychological Examination

Applicants are examined by a contract psychologist who performs a two part evaluation. Applicants are required to complete two independent psychological screening instruments developed to address an applicant's suitability for the position of police officer. The second part is a face to face interview. The results of the second part are much more subjective. As with the medical examination, applicants who do not pass may appeal by obtaining their own examination.

Those applicants who successfully pass the medical and psychological examinations are scheduled to attend the police academy.

Ethnicity of Officers and New Hires

As of April, 1995 the racial/gender make-up of the Oakland Police Department's sworn compliment was 52% white, 26% black, 12% hispanic, 10% other and 9% female.

It is important to conduct annual reviews of each component of the hiring process with regard to adverse impact. The department should be sure that no single component eliminates females or any minority group at a significantly greater rate than white male applicants.

PERF's review of each component of the hiring process from 1992 - 1994 reveals no adverse impact against minorities or females in any area. In fact, with regard to overall hiring since 1974 (a full twenty years), 55 percent of all new officers hired were minorities. The chart 5.2 depicts the hiring breakdown for that 20 year period:

Chart 5.2 Officers Hired Since 1974 By Sex and Race

White	463 or 46% of total hired
Black	320 or 32% of total hired
Hispanic	112 or 11% of total hired
Other (Asian, Am Ind, etc)	118 or 12% of total hired

These figures clearly demonstrate the department's commitment to hiring minority applicants. However, the commitment to hire females is less impressive. Figures for the hiring of female applicants were provided only for 1993 to the present. During that three and a half years, the department received applications from only 208 females as opposed to 2,208 males. That is, only 8.6% of all applicants were female.

As previously noted, a great number of applicants never follow through and actually begin processing. Therefore during that period the number of applicants who were tested was reduced to: 128 females and 1,105 males (females represented 10.4% of those tested).

After applicant processing was completed, 67 officers were hired: 56 males and 11 females. Of the total hired, 16% were female. Clearly, females were not adversely affected by the hiring process components. Only 5% (56 of 1,105) of the males who started the testing procedures were hired, while 9% (11 of 128) of females were hired.

The problem is not that females do not do well in the hiring process. They do better than males. The problem is that the department is not attracting an adequate number of

females to the applicant pool. As stated, for the past three and a half years, only 8.6% of applicants were female.

A review of employee separations for the past three and a half years was also undertaken. This review did not address reasons for termination, but only the number of positions by race and gender compared to new hires as it affects the overall make-up of the department. In fact, the race/gender break down of separations is close to the make-up of the department and has not negatively impacted (or offset) female and minority hiring progress. Blacks, Hispanics and Others are being hired at rates greater than they are leaving. Females are being hired approximately the same rate as they are leaving. Since 1992, the race/gender of officers who left the department is as depicted in chart 5.3:

Chart 5.3 Separations since 1992

White	82 or 60% of the total
Black	19 or 14% of the total
Hispanic	13 or 10% of the total
Other	10 or 7% of the total
Female	12 or 9% of the total

It should be noted that since 1992, 136 officers left the department -- but only 67 were hired. The department is operating with 69 officers less than three and a half years ago.

Performance Evaluations

All sworn and civilian employees are evaluated by their immediate supervisors annually. They are done alphabetically (AB in January, CDE in February, etc.). Evaluations are completed eleven months of the year, none are done in December. New officers still in their probationary 18 month period are evaluated three times. Civilian employees are on a nine month initial probation. Employees who are promoted are on probation for six months and are evaluated twice during that probationary period.

Evaluations are completed using the city's generic evaluation form. It is not based on a job-task analysis of the position of police officer (or an for any other position) nor otherwise job-related. The dimensions rated (quality and quantity of work, dependability, work habits, etc.) and an overall rating can range from unacceptable to outstanding. There is room for comments by the supervisor, but none are required. As required by POST, supervisors are given eight hours of performance evaluation training as part of the mandated supervisory training upon promotion. The topic is again covered at supervisory in-service training.

Employees are presented the evaluations and are afforded a counselling session to discuss unsatisfactory performance and they given the opportunity to appeal. There is no mid-year counselling session to formally make employees aware of problems while they still have time to correct conduct or performance before the end of the rating period. Appeals must be initiated within 30 days.

Each evaluation is reviewed by the rater's supervisor. Disagreement on the behalf of the reviewer can be noted on the form and the reviewer may discuss the matter with the supervisor, but the reviewer cannot demand changes in the evaluation.

If appealed, and no satisfactory conclusion is reached, the matter is taken before a hearing board whose recommendations are reviewed by the chief of police before he makes a final decision.

Evaluations are formally used to support or deny salary step increases. Documented unsatisfactory performance on this form can serve to withhold a raise. Informally, evaluations may be used when considering transfers and promotions. However, this is not formalized in any written directive.

At the time of this study, the department was interested in developing a new, job-related performance evaluation system that would consider the knowledge, skills and abilities related to problem solving and community policing. It was reported that the city was looking into the complexities of such a change. That is, which rules, regulations and laws might need to be modified to permit a change. Also before a change could be considered, the appropriate labor contracts and union input need to be considered.

Promotions

Sworn promotions to the ranks of police sergeant, lieutenant and captain are merit promotions handled through a uniform testing process. By agreement between the city and the Police Officers' Association, the start of a promotional process shall take place within

30 days of the expiration of the eligibility list (from the last promotional process) for that rank.

In the event the prior eligibility list expires, the new process is to begin within 90 days. The city's personnel staff prepares a promotional opportunity announcement which is posted and distributed by the department's personnel section.

Sergeant

The process for promotion to each rank is different. For the rank of sergeant, there is a two stage process. Officers who have completed a minimum of three years of service by the test date may apply by submitting a notice of intent form to the department's personnel section.

The first stage of testing is a multiple choice written exam which counts 29.1% of the candidate's total score. Questions are based on study materials consisting of departmental general orders, special orders, rules, training bulletins, labor agreements and selected books on policing and management. The list of study materials is first announced to officers approximately 30 days before the written examination. This is a short time for candidates to read and digest the material contained in four textbooks and all of the noted written directives. Not affording offices adequate time to prepare for the examination on their off time, only encourages studying during their on-duty time.

Questions are developed by a contract vendor who enlists the assistance of subject matter experts from within the department to in order to update the job-task analysis for the position. The subject matter experts (sworn members above the rank being tested for) are familiar with the job dimensions, tasks and responsibilities, and knowledge, skills and abilities of the rank. Through their expertise, the test is deemed job related.

A score of 70 percent is passing. Questions may be challenged by directing an appeal to city's Office of Personnel Resource Management. Officers are admitted to the exam with a photo ID, but their names are not reflected on their answer sheet until after scoring is complete. To ensure fairness and impartiality, all stages of the process are monitored by objective observers as required by a memorandum of understanding between the city and the Police Officers' Association on the topic of promotions.

Officers who pass this first stage of the process are scheduled for the second stage, which is an assessment center. In advance of the assessment center, candidates are mailed an instruction packet about assessment center component exercises.

The assessment center exercises are intended to measure the candidates' ability in the areas of: leadership, motivation, problem analysis, judgement/decision making, planning/organization, oral and written communications, interpersonal skills, and composure. This stage is weighted at 70.9% (each sub component is also individually weighted).

For the rank of sergeant, the process (start to finish) shall not take over 90 days. Once an eligibility list is assembled (based on the composite of the two stages in the process, the chief is provided with names in rank order. One name is certified and provided to the chief of police for each promotion to be made plus four additional names. Eligibility lists are in effect for a period of 18 months.

The chief of police may select from the list of names certified. No candidate shall be certified from the same eligibility list more than six times unless requested by the chief of police. It is stipulated in the Memorandum of Understanding that "The race and sex of an individual shall not be the "but for" cause in such a person receiving or not receiving a promotion". Disputes arising from this stipulation are to be resolved by a pre-determined arbitrator.

Lieutenant

The promotional process for the rank of lieutenant is very similar to that for sergeant. Notable differences are:

- Candidates must have two years of service as an OPD sergeant
- The stage I written examination is weighted at 20.8%
- The stage II assessment center is weighted at 79.4%
- The stage II exercises measure fewer supervisory and more managerial KSAs
- Study materials are more management oriented
- The entire process must be completed in 60 days

Captain

Candidates for the rank of captain must have completed one year as an Oakland Police Department lieutenant, and a notice of intent form must be submitted by the stated closing date.

The process is referred to as an "Assessment Center weighted at 100%." However, the process is broken into two parts, the first being a multiple choice, technical knowledge written test. For the rank of captain, the study material list is expanded to cover more managerial topics.

The second part of the process consists of several job simulation exercises intended to measure: technical knowledge, planning skills, problem solving skills, written communication skills, initiative, organizational skills, leadership skills, oral communications, interpersonal skills, and emotional control. A passing score of 70% is required for placement on the eligibility list and eventual certification to the chief for selection.

Deputy Chief

Promotion to the rank of deputy chief is appointed. No standardized test is given.

Transfers

The department's official, written transfer policy is explained in general order 60-11 (B-4). This order was last revised in Oct, 1971. Though most officers and officials interviewed, understood the department's transfer policy, most did not know there was a written directive (general order) on the topic.

Sworn members who are interested in transferring to another division, section or unit are to direct a letter outlining the request to the personnel section. If commanders do not act on letters of request immediately, they are maintained in file and the request is noted in a transfer request book.

When a vacancy comes about in a specialty or other component, the commander of that component is to refer to the transfer request book. The commander may select the person whose request is the oldest without any justification. However, if the longest standing request is passed over, the commander must seek the support of his or her deputy chief to prepare written justification for the decision to pass over longer standing requests. It is reported that passing over and written justification are commonplace. Officers who are not selected and wish to have their letters of request retained in file, must reaffirm their interest annually.

Recommendations

1. The department should develop a written recruitment plan including: The department's overall recruitment goal; realistic, incremental objectives; tasks to be performed and a timeline for their completion; a list of the resources needed to reach objectives; and, a budget. The current recruitment effort is not aimed at any specific goals. Recruiters should be working, with supervision and guidance, toward a clearly defined goal by performing specified interim tasks aimed at incremental objectives. Once their direction is set, they must be provided the resources to get the job done.

Today's recruitment effort is instrumental in determining the future quality of policing in Oakland. It should not be left to chance.

2. The recruitment plan should consider the department's current racial and gender make-up when targeting potential applicants. At the present time, the recruitment effort should attempt to bring more females into the applicant pool. Minority applicants are currently well represented in the department. However, females make-up 9 percent of the department's sworn strength and only 8.6 percent of the applicant pool.
3. Recruiting should be an ongoing process and applications for the position of police officer should be accepted at any time. The Oakland Police Department should be attempting to attract the best possible applicant. Not only those who are in need of a job or career change when hiring is announced. Through an active, ongoing recruitment effort should attempt to identify the best applicants for the position(s) whenever opportunities avail themselves.

Once identified, recruiters should work to maintain their interest in the Oakland Police Department. A potential applicant may already have a general interest in law enforcement, but be unsure about which agency to apply to. Often, these decisions are made after weighing the benefits offered by competing agencies and considering projected hiring dates. Recruiters need to be fully aware of the benefits (monetary and intangible) associated with employment by the department, and how they compare -- and why they are better -- than those offered by other bay area departments. Recruiters need to sell *this* department to quality applicants. Once they have generated a high level of interest, they need to maintain the momentum. Keeping a quality applicant interested until the hiring process begins should entail more than maintaining an interest card file.

Applicants will feel more encouraged about their chances for employment if they are actually in the process than just waiting for it to begin. If nothing more, applicants should be encouraged to fill out and submit an application. After an initial review of applications, recruiters should identify the best applicants and maintain periodic telephone contact, to keep them encouraged and maintain their interest. Applicants must be made to feel the department is a committed to them as they are to the department.

4. Testing applicants for proficiency in spelling and grammar should be limited to the written examination (Part I). Grading the narrative (essay) portion of the written examination (Part II) for spelling and gammer becomes somewhat subjective. The applicant is providing a written narrative about an observed situation. The intent of

this component should be limited to measuring observation skills, the ability to follow directions and the general ability to express thoughts and ideas in writing.

The concern about grading an essay for the correctness of spelling and grammar is that the more detailed and accurate the written narrative, the more likely spelling and grammatical errors are to exist. Therefore, the harder the candidate tries, the greater the chance for failure. POST standards require an applicant to be able to read at a level necessary to perform the work of a peace officer as determined by a professionally developed (job-related) examination to test the skill. Part I of the examination, which is multiple choice, is better suited for objective testing of this skill.

5. Recruiters, background investigators or other personnel involved in any component of the selection process or anyone who is familiar with an applicant should not sit on that applicant's oral interview board. Recruiters or others involved in the administration of the selection process may be familiar with and appear to favor some applicants. There is no need to invite allegations of favoritism. In this same regard, applicants should not be interviewed by oral board members who have been previously associated with an applicant. Board members should be given a list of applicants prior to interviews.
6. Applicants who are disqualified because of problems or conditions that will always render them ineligible, should be so informed and asked not to apply again. Applicants with permanently disqualifying criminal histories, serious drug abusers (not covered by ADA) or admitted sellers or persons who are rejected because of medical or psychological conditions that are not correctable should be told that they will not be acceptable in the future. In coming applications should be checked against a list of permanently disqualified persons to eliminate unnecessary processing of ineligible applicants. Currently, permanently ineligible applicants are not discouraged from applying again. Nor is there an in-house check that quickly identifies such applicants.
7. Performance evaluations should be job-related. That is, performance factors should measure the performance of tasks identified by a current job-task-analysis. The generic, city form used to rate all employees does not permit supervisors to rate subordinate officers in the tasks performed in their job. Especially, as the department moves to community oriented policing, officers are encouraged to undertake efforts for which positive outcomes cannot be measured in quantity. For example, hard work toward the elimination of causal factors of crime result in fewer arrests. Use of the current form might result in a poor rating under "quantity of work." Raters should be provided with examples of behaviors or levels of performance that

constitute various ratings. Extreme ratings (high or low) should be supported by supervisory documentation.

8. Supervisors should formally meet with each subordinate at the half-way point in the rating period to discuss the subordinates performance. The supervisor should provide feedback as to any corrections in behavior or performance that are needed to ensure a positive rating. Despite the daily feedback every supervisor should provide to subordinates, a formal meeting should be set to document the discussion of problems and to ensure employees are aware of shortcomings and problems in time to take corrective action.
9. The impact of performance evaluations should be clearly stated and understood by all employees. Whether for step pay increases, or as an influencing factor when transfers or promotions are made, every employee should understand the potential impact of a good or poor evaluation. Once policy is established, evaluations should be considered consistently.
10. The list of study materials for promotional examinations should be distributed several months in advance. Providing long lists of materials shortly before examinations does not permit all candidates to prepare properly. Some will surely find time to study on duty, while others with demanding assignments will not. Last minute notification only creates unnecessary stress and encourages on duty study.
11. Transfers (to desired positions) should be offered to the best officer for the job, not the one who has the oldest request on file. The current practice of preparing written justification when those with longer standing requests are passes over is pointless. Transfers to specialty positions should be based on merit (interview outcomes, performance evaluation, etc.) as determined by the unit commander. The date of the request might only serve to break ties.
12. General orders that spell out the details of personnel actions should be updated. Failure to provide uniformity, consistency and equity in the treatment of personnel leads to the greatest number of lawsuits brought forth by employees against employers. The department should ensure that supervisors and managers are afforded the proper guidance needed to administer personnel practices. The hiring process, promotional process, transfer policy, disciplinary procedures, etc. need to be applied uniformly to all. The current, outdated status of many of the general orders that should be in place to provide direction and uniformity has, in some instances, rendered them useless. The existence of some is not even recognized.

Training Section

Background

The training section is responsible to the personnel and training division within the bureau of services. Headed by a lieutenant, the section is divided into two primary training components; the recruit training unit and the in-service training unit. Additionally, the lieutenant is responsible for a civilian technical writer.

The recruit training unit calls for a staff of one sergeant, two officers and two civilian employees. At the time of the PERF site visit to the section, the sergeant's position was vacant. It was anticipated that the position would be filled prior to the next recruit class. In addition to training recruit officers, this unit has oversight responsibility for the police cadet unit. At the time of the site visit, there were 46 cadets in the program.

The in-service training unit is responsible for the on-going and career development training of officers and the management of the department's reprographic shop. The unit is staffed by a sergeant, three police officers, two civilian personnel and two clerical employees.

Findings and Observations

Recruit Training

This unit handles the training of newly appointed Oakland police officers and officers from other area departments as well as individuals who are not affiliated with any agency but who pay their own way (the latter being a rare occurrence). Outside agencies pay \$1,245 per student. Costs for unaffiliated students varies by class size, but at 21 students (optimal class size) is \$6,856. On average, it is reported that about three-fourths of each academy class is occupied by Oakland recruits. Total class size does not exceed 36 students.

Classroom activities of the 26 week program are primarily conducted in one of two designated classrooms on the fifth floor of police headquarters. Range training is performed at the department's indoor range located in the basement of police headquarters. Some classes are held at facilities which are available at nearby Jack London Square. Some instruction requires the class to be take to off-site facilities. For example, role play situations and (tear/pepper) gas chamber activities are conducted at local military facilities. A driving range is set up at a college parking lot and baton training is conducted at the Coast Guard gymnasium.

Though exceptions may be made, recruit students attend class from 8:00 a.m. - 4:40 p.m. Monday - Friday. If overtime is required to complete a training session, Oakland police recruits are compensated in accordance with the Fair Labor Standards Act. Homework may be assigned from time to time. Completion of homework or any remedial work that is completed after hours is not compensated.

The entire curriculum is approved by California State Commission on Peace Officer Standards and Training (POST). The length and content of the curriculum provided by the department exceeds POST requirements. POST standards require students to be tested and tracked through 40 "knowledge Domains" and 540 performance objectives. Multiple choice, practical and scenario examinations are developed to measure the degree to which material has been learned. A total of nearly 70 tests and examinations are taken. A minimum score of 80 percent must be achieved in each knowledge domain. Any student who achieves less than a score of 80 percent on a learning domain test, will be offered remedial training and retested one time. If the minimum score is still not achieved, the student is removed from the program. In addition to the formal tests, students are evaluated by training staff each eight weeks (a total of three evaluations). Scores from 0 to 100 are weighted and calculated at 20 percent of the students total score.

Recruit training staff indicate that academic washouts in the academy have not occurred in recent history. About one in ten recruits drop out as a result of their inability to keep up with required physical training.

When possible, the recruit training unit relies on personnel assigned to the unit and other departmental personnel to conduct training classes. Areas requiring special expertise are taught by contract specialists (such as report writing) or others such as medical/counseling practitioners or members of the fire department.

At the time of the PERF study, there was no recruit class in session to observe. The details reported in this report are a result of departmental manuals and directives and the interview of several members of the staff associated with training of recruit officers.

Upon graduation from the academy, each Oakland recruit is assigned to a field training officer (FTO), in the patrol division. Depending on availability and departmental needs, recruits are given their choice of watch according to their academy standing. During the 15 weeks they are assigned to work under the supervision of a FTO, the recruits are moved repeatedly so they may experience the talent and style of several FTOs. The recruit rides with the first and primary FTO for a period of six weeks. During this time, the recruit watches, learns and demonstrates his/her basic skills learned at the academy.

The recruit training unit sergeant, assisted by a field training coordinator, is responsible for the certification of FTOs and supervising their teaching activities. FTOs are nominated for selection by their patrol supervisors and commanders. A review panel considers all nominations and makes recommendations to the chief of police. Those approved by the chief attend a training seminar. Officers who complete this seminar successfully must again be approved by the chief before being certified as FTOs. Transferring from patrol or receiving an unsatisfactory evaluation are cause for decertification.

The recruit/FTO team is issued a Field Training Guide which specifically identifies performance objectives that are to be mastered and demonstrated each of the 15 weeks. Areas covered include:

- departmental orientation
- report writing
- sources of information
- criminal law
- vehicle code
- collecting evidence
- felony stops/impounds
- searches/arrests
- special situations
- radio familiarization
- role in community relations
- beat health
- criminal investigations
- officer safety
- police vehicle operation
- warrants/civil situations
- traffic accidents
- self defense

The FTO must document performance daily, rate the recruit in each noted area as well as dependability, grooming demeanor, etc. on a weekly basis, and complete a period evaluation each third week. Feedback is provided to the recruit instantaneously and formally at the conclusion of each of the weekly and period ratings. It is the responsibility of the primary FTO to identify any areas of weakness that should be further followed up.

The recruit is then reassigned to another FTO for three more weeks. Care is given to tailor this assignment to an FTO who might best be able to address any weaknesses that may have been noted. Another FTO assignment is made after three more weeks and then the recruit is returned to the primary FTO for the final three weeks. The entire process is monitored by the recruit training unit sergeant who has administrative oversight of the FTO program.

Recruits who do not adequately demonstrate proficiency in required areas of competency, may be extended in the FTO program. Similarly, a recruit officer who exceeds expectations and is ready for solo duty before the full FTO period, may be released from the program after twelve weeks, if approved by the chief.

Once released to work as a solo officer, recruits are assigned to fill current patrol vacancies or enhancements as determined by the department. The probationary year begins when an officer completes the academy. During this year, the recruit officer is evaluated every three months. Completion of the probationary period and conversion to permanent status is accomplished when the supervising sergeant places a mark in the appropriate space on the performance evaluation.

Police Cadet Unit

Open to college and high school students between the ages of 18 - 20 and 1/2 at the time of appointment, the cadet program offers part-time employment to up to 48 potential future Oakland police officers. High school students are only accepted if they have been accepted for admittance to an accredited college or university. The minimum qualifications and entrance examination process closely mirrors the police officer process.

While in the program, cadets are hourly part-time employees. They perform support duties and attend training every other Saturday. Most cadets work four or five hours weekly in addition to the Saturday training. Cadets may be assigned to take certain incident and property crime reports, tow vehicles, issue parking citations, assist with traffic control, records processing and maintenance, crime prevention efforts and give building tours. They are to learn and benefit from a wide range of duties and are to be over-utilized in routine clerical positions.

They may not work more than 19.5 hours per week while attending school. Coordinated by a police officer assigned to the unit, cadets receive basic orientation training before assuming assignments in other units. The program general order indicates they are to be evaluated and given new assignments every twelve weeks. In practice, they may be more frequently. All cadets are required to be enrolled in at least six credit hours of academic instruction each semester they are in the program. A minimum 2.0 grade point average must be maintained to remain in the program.

Coordination of the cadet program is only one of responsibilities assigned to the coordinator. Among other duties, he is an academy instructor. When preparing for an academy class or when a class is in session, there is little time for the part-time responsibilities of cadet coordination unit. As a result, many of these duties can only be performed on an overtime basis.

When cadets reach the age of 21, have met their college goals and are ready to apply to the department as an officer, they are considered for employment as an officer as all other applicants. In the event a cadet has applied and is not selected to attend an upcoming academy class or the cadet needs additional time to finish college, he or she may be extended

in the cadet program until age 23. Should a cadet be not selected by then, the cadet may be dismissed from the cadet program entirely or extended two more years if circumstances warrant approval.

In-Service Training

After academy graduation, California POST requires officers to attend 24 hours of in-service training, biannually. The in-service training unit provides a 40 hour "advanced officer school" for Oakland officers. Unit staff solicit feedback from officers and the command staff to determine the program content. A great many patrol officers (and others) indicated that the advanced officer school was offered too infrequently and that too much time passed between training. Training attended by officers is documented in their training files and documentation is forwarded to POST.

Range training is conducted for a half day, every six months and is incorporated into the in-service curriculum. All in-service range training is conducted at the indoor range in the basement of police headquarters. The range, just recently reopened after undergoing a thorough "de-leading," consists of nine shooting lanes (in three bays) and an enclosed range master's control room. The recent improvements include deflectors to direct hot lead into water tanks, waterproof concrete and steel plates.

The range master is a sworn police officer. In addition to range training, he serves as the department's armorer. He is the only full-time employee actually assigned to range duties. A light duty officer has been assigned to assist, but this is a temporary assignment. Other officers with full-time assignments elsewhere in the department have been certified as range instructors, but they are not always available when needed.

With the help of strategically placed mirrors, the range master can observe the rear shooting position on each lane from the control room, but has limited view of short range positions on the extreme lanes. He must move from side to side for a complete view of activities on a full firing line. Side walls and ceilings in the bays are marred by a great many projectiles that never reached their intended target.

When observed by the PERF study team, the range area was in disarray. The department was in midst of exchanging old for new soft body armor. Part of the range, including a shooting lane was consumed by armor. Despite this condition, the range was being used for shotgun requalification. The range master spent a few minutes showing officers a new stance for firing the shotgun. Officers then took positions on the firing line to shoot the requalification course. The range master (in the control room during shooting) was unassisted by any other staff on the firing line.

Spent handgun ammunition casings and spent shotgun shells, from earlier requalifications were strewn about the shooting lanes. As officers entered the lanes to requalify, they secured new shells. As they put surplus shells on the floor for use later in the exercise, it became difficult to distinguish spent from surplus shells.

Most of the officers observed by PERF achieved the minimum score on the first attempt. The few officers who failed to requalify, fired the course a second time. All were successful on the second attempt. However, it was noted that there was no actual remedial instruction or guidance offered to the group which did not qualify the first time.

The department is updating its service weapon from the 40 caliber Smith & Wesson to the 9mm Glock. Some officers were initially "grandfathered" and are still permitted to carry an assortment of previously approved automatic handguns. A list of approved firearms is included in the department's "Uniforms and Equipment" general order. Officers must qualify with their approved service firearm. Likewise, officers are required to qualify with departmentally owned shotguns.

The qualification course requires stationary distance and tactical shooting. A score of 70 percent is required to qualify on the range. Officers who fail to qualify with their weapon are immediately scheduled for remedial training, the same day if possible. The range master works with the officer until a qualifying score is achieved. If the passing score is not achieved before the officer is due to report for operational duty, he or she may temporarily assigned to desk duty or the radio room.

There is no formal or written directive that sets forth the department's policy with regard to officers who fail to qualify. General order 64-8 (B-12), entitled "Firearms Range Program," calls for firearms proficiency requirement, but with regard to an officer who fails to qualify, states only:

"At the conclusion of each watch period, the Training Section commander shall report to the bureau commanders the names of bureau members who failed to appear at the range as scheduled and the names of those who failed to qualify in revolver and/or shotgun proficiency."

"Bureau commanders shall consult with the training section regarding deficiency reports and shall ensure that the members concerned undertake whatever corrective training is needed."

This general order has not been updated since February, 1978. It still requires officers to qualify in "revolver" proficiency. The department's required sidearm has been a semi-automatic firearm for some years.

The in-service training unit offers officers the opportunity to participate in video training prepared by POST. In the past, two hour video productions (such as critical incident review, gangs, etc.) which are aired via satellite dish monthly, have been taped and shown three times daily, twice a week. Training staff indicate that some officers come in on their off time to view the presentations.

A remedial driver's training program is available and required when an officer's sergeant or an accident hearing board recommends an officer attend. The program consists of eight hours of training and is offered on the order of once a year. Typically, ten officers attend each session. In the event a recruit class is about to engage in driver's training exercises, an officer may be directed to attend the entire five day block of instruction taught to recruits. There is no formal policy or written directive that governs the criteria for selection or the requirement to attend this type of training.

The only formal or written directive that addresses remedial driver's training, is general order 76-2 (J-4) entitled "Emergency Driving Regulations." The order states;

"Supervisory and command officers shall pay particular, continuing attention to their subordinate's driving habits to ensure that they drive safely and reasonably and follow the regulations contained in this order. Superior officers shall implement continuing measures to ensure that improper driving behavior is recognized and corrected through counseling, training, or if necessary, disciplinary measures."

This order, last updated in September, 1977 does not discuss any training that may be appropriate or available.

Roll call or lineup training is reported to be generally informal and only as topics avail themselves. General order A-9 entitled "Department Training Bulletins" calls for training bulletins to be distributed along with training guides to facilitate lineup training. It was noted that the training section has developed a training bulletin on Community Oriented Policing (COP). At the time of the PERF site visit to the unit, staff was in the process of developing a block of instruction on COP. Sixteen hours are expected to be dedicated to a historical perspective, strategies, examples and, role playing; another sixteen hours dedicated to customer service orientation and eight hours on emergency management.

On occasion, the district attorney's office provides short video taped case law updates. Other topics presented or discussed by sergeants and lieutenants at roll call include training bulletins, new directives, changes in departmental policy, and other contemporary topics.

Despite the general order requirement, more than a few officers interviewed by the PERF study team indicated that roll call training was rare. The PERF study team attended a great many roll calls and observed that training and the passing of departmental information was inconsistent. Some roll calls accomplished nothing more than announcing beat assignments. Some were used to convey crime and wanted person(s) details.

At one of the many roll calls attended by the PERF study team, a lieutenant and sergeant took considerable time to inform their officers of a wide range of developments taking place in the department. They particularly emphasized the issue of officer safety as it related to the on-duty death of an officer from a neighboring jurisdiction. The sergeant solicited the officers for defensive training topics they would like to have presented at future roll calls.

Specialty training is generally only offered to personnel who have been selected to occupy specialty positions. For example, K-9 training and motorcycle training is offered upon selection to those units. Other assignments, such as criminal investigations, do not require immediate training. In these instances, formal training is usually accomplished within a year. Sometimes training is limited to on-the-job training.

Though rarely practiced, if permission is granted by the specialty section supervisor and the patrol supervisor, a patrol officer may be approved to temporary duty in a specialty unit for training purposes. There is no formal or written policy outlining this procedure. Staffing levels in patrol are reported to be the greatest deterrent to this practice.

Whenever possible, specialty training is conducted in-house. Career development type training (courses on various law enforcement and management topics) is rarely funded by the department. The section posts notices of upcoming opportunities. According to general order B-5 "Training and Self-Improvement Funds," courses which will:

"Improve skills used in their current positions; and/or prepare them for advancement on the logical career path within the department..."

are eligible for consideration of tuition reimbursement. The order clearly states that courses must be taken during off-duty time. Many officers reported that such requests are regularly denied. One officer reports he was told the department had no interest in him becoming a drug expert.

This is partly due to budget limitations on outside training. In the department's FY '95 budget, \$27,471 is allocated for registrations and tuition. Another \$66,367 is allocated for travel, lodging and per diem. Midway through the budget year, when the above noted training funds were about half used, it was reported that the training section was instructed

to curtail spending on training in order that these funds might be used to reduce the city's general deficit.

The budget does not take into account that POST reimburses the department for a great percentage of the costs related to officer training. In many instances, the officer's salary is the only unreimbursed expense. The problem may stem from the fact that the POST reimbursements are not returned to the department but rather are deposited in the city's general fund.

Discontinuing training for which the city is reimbursed by the state (POST) does not save money, it only eliminates relatively free training opportunities.

Career development is not only hampered by the lack of available training, but there is no formal policy or written directive that establishes career counseling or offers employees guidance in the areas of goal setting, how to prepare for achievement and expand skills.

From time to time, the unit offers workshops and train the trainer training for sergeants and command staff. In this way, the information can be passed on to the rank and file without having to bring them in for a formal training session. However, officers complain that this is also infrequent and taken more seriously by some trainers than others. On occasion, the department has also hosted POST training for representatives from the Oakland Police Department as well as other bay area departments.

The unit is also responsible for the provision of 80 hours of supervisory training for sergeants, which they must receive within one year of their promotion. The curriculum, also approved by POST is made available to first line supervisors from other area departments at a cost of \$200 per attendee. Similarly, administrators training which must be completed by lieutenants, within a year of their promotion, is procured outside the department. although not always used, the department budgets for five such training slots each year.

Citizen's Police Academy

Every year the training section conducts three sessions of a Citizen's Police Academy for about 20 persons each. The program is open to any citizen, but community leaders and the Oakland business community are particularly encouraged to participate. The program runs 14 weeks, three hours each Wednesday. Interested persons may apply by submitting a letter of interest. The section lieutenant screens the applications and directs a limited background investigation.

The topics of instruction at the citizen's academy touch on the department's mission and the activities of officers. Coordinated by a police officer and taught by subject matter

experts from within the department, the curriculum is first approved by the chief of police. In addition to his duties related to the citizen's academy, the coordinator also produces video productions for the training section.

The Reprographic Shop

The reprographic shop, located in the basement of police headquarters is staffed by one civilian employee. This shop is responsible for the duplication and preparation of written training manuals, bulletins, and other departmental publications, brochures, handouts, etc.

The Technical Writer

One civilian, technical writer is assigned to the training section for the purpose of developing information and training bulletins, officer safety notices, special orders, memoranda and other training aids as needed. Trained in desktop publishing, this employee produces many in-house documents and reports.

Equipment Issue

Equipment for new recruits is issued through the training section. Additionally, batons, guns, soft body armor and other assorted property is issued to all sworn personnel through the training section. Two officers in the section are assigned to handle the distribution of equipment to officers. These are collateral duties.

Recommendations

1. A second officer should be assigned to assist with the coordination of the police cadet program. The duties related to coordination of 46 - 48 cadets can prove to be demanding at certain times. When those times occur during times of other peak activity, a second officer familiar with the program would be useful.
2. In-service training records should be reviewed to identify any officers who are overdue to attend the "advanced officer school." A significant number of officers from throughout the department reported that in-service was not regular and that many officers had been three years without training. If there are officer who are behind in such training, they should be scheduled. If records reveal that in-service training is not behind, an effort should be made to dispel the perception that in-service training has fallen behind.

3. The position of assistant range master should be established and filled. This could be a part-time position filled by another member of the training staff or a qualified civilian. However accomplished, a second range officer is needed. The current practice of having only one range officer present during requalification is less than ideal. A second, certified officer would permit each shooter to be more closely observed while on the firing line. Achieving a passing score is not the only reason to requalify. Range officers should be on the lookout for dangerous or ineffective actions of shooters. Problems overlooked on the range because of understaffing could result in a critical error being made on the street. A second range officer could devote specific attention to a shooter exhibiting a problem when first noticed.
4. The range should be kept free of clutter when in operation. The storage of soft body armor and other issued equipment in the range area is not a safe practice. The range is the most critical training facility of any police department. It should be professionally maintained.
5. Ammunition should be kept in a secure area and issued to officers on their way to the firing line. Officers randomly picking up ammunition prior to responding to the firing line increased the possibility of the premature and unsafe chambering of rounds.
6. Shooters should be required to pick up their own brass from the firing line after they conclude their requalification and the firing line is safe. New shooters should not be confronted with a cluttered firing line. Stepping on accumulated brass amounts to an unsafe condition. Furthermore, it increased the possibility of a live round, under foot, not being noticed.
7. A written directive should be developed to specify the actions of the range master, and an officer's supervisor when the officer fails to requalify on the first scheduled range date. An officer who fails initially, but requalifies with a passing score on the first range date may present no problem. However, if a dangerous technical or safety problem is noticed, the officer should not be qualified until the concern is resolved, regardless of a passing range/course score. Officers who fail to requalify before returning to sworn duties, should be temporarily reassigned. Although some of these concerns are currently being addressed, there is no consistent, uniform procedure to guide personnel.
8. All sworn officers should be required to carry departmentally issued firearms that use the same ammunition and magazine. There are several advantages to the issuance of uniform firearms. Officers are familiar with another officers firearm if exigent circumstances require him or her to use it. Similarly, officers should be able to load

another officer's ammunition clip in an emergency. Though the majority of officers are required to use the same firearm, some officers' previously approved firearms were grandfathered and are still being used.

9. A written directive should be developed to ensure that officers who have experienced multiple traffic accidents are exposed to appropriate remedial drivers' training. Though remedial training is currently available, there is no uniform and consistent policy to ensure all drivers who have experienced driving problems are identified and provided remedial training.
10. The training section should develop a series of short training presentations suitable for roll call training. Not all supervisory personnel who conduct roll calls conduct roll call training. By offering them prepared topics and establishing a schedule for required presentation (one presentation per month), roll call training can be provided to all patrol and many other personnel. This will also help address the perception among many officers that training is lacking.
11. Training for which expenses are reimbursed by POST should be encouraged rather than discouraged. The policy that such reimbursements are returned to the city's general fund rather than the police department training budget should be re-evaluated. This is not intended to be in lieu of, but in addition to current funds allocated to the department for training. When low (final) cost training is identified, the department should pursue it. The department's training budget should be based on final, not initial cost.
12. Request by officers who seek approval to attend outside specialty or career development training (at departmental expense or while on duty) should be considered, with the understanding that after the training, the officer will be required to work with the training section staff to develop a roll call training presentation or training bulletin. Rather than refusing to permit officers to attend useful training, officers should be used as a training resource after they complete an approved training program. This requirement will help curtail all but serious requests and it will help ensure an attending officer's attentiveness. It is recognized that a policy such as this has limitations. Not all topics are appropriate for department-wide training, and once a topic is presented, there would be no value in a second such presentation. This is intended only as one measure to derive value from training which could be partially subsidized by the department.
13. The department should encourage officers to develop their careers. By providing career development counselling, officers can set career goals and seek out the most useful training to achieve them. At a time when upward mobility is limited, career

development is a positive step the department can take to enrich the jobs performed by its personnel.

Planning and Fiscal Division

The Planning and Fiscal Division goals are to support direct service providers, to translate mandates into policy and procedures, and to ensure fiscal accountability. Specifically, the Division provides the following functions to the Department:

- Maintains the payroll system, time card input through check distribution;
- Processes accounts receivable and accounts payable;
- Applies for grants and prepares mandated reports;
- Prepares budget requests and analyzes expenditures;
- Maintains Departmental operating manuals and report forms;
- Maintains and produces UCR crime statistic reports; and
- Coordinates technology development.

It appears that much of the Divisions' time is spent on fiscal duties and very little time is spent on actual planning. With the advent of the City's purchasing section being disbanded, the functions related to the police department will fall under Fiscal and Planning, which will increase the work load even more. The Division has no time to conduct analysis of how Departmental systems are operating or for long range planning of any kind.

Division interviews revealed the following issues:

Payroll System

Time keeping, payroll, and financial management are all separate computer programs that are supported by different vendors. The payroll system cannot handle automatic deposit for employees thus, the check distribution is manual.

The handling of time cards is time consuming as each card must be keyed into the system manually and not all pay data is found on one document. Overtime and sick leave information comes to payroll on a separate sheet, requiring duplicate efforts in data entry. Each overtime slip must be manually coded by expenditure category. All exceptions to pay are verified manually and the corrections are input via data entry manually. There are presently 8 payroll / accounting clerks which reflects a decrease in staffing.

The unit prepares reports every two weeks of hours and dollars spent by Bureau, which helps to track costs and budget items for better control.

The Division felt the payroll system should interface with the performance management system so figures, such as, cost per employee could be obtained via automated

means. A recommended improvement to the system was that of automatic coding of employee time cards to predesignated payroll cost centers.

Purchase Order System

There is an apparent lack of understanding of how to prepare and submit purchase order requests. This lack of understanding manifests itself in additional time spent by clerks trying to correct the deficient request. It was recommended that training be given on the purchasing process to unit commanders, clerks, and sergeants. It appears as though there is no quality control on ensuring the bids and actual purchase orders are fiscally consistent. The time of processing a purchase order is excessive and often becomes an issue.

Supply orders are also reviewed by accounting and additional time is spent on manually verifying the math, requisition numbers, and that the requisition is entered into the financial management system.

Computer Resources

There is a lack of computer equipment. The most recent acquisitions have been for records management. Current systems lack documentation and code needed to update and fix problems.

General Orders Maintenance

The Division is responsible for updating and distributing all manual revisions with regard to the Manual of Rules and special orders. It was expressed that the Division has fallen behind on this task and that many of the manual sections were outdated. The Division is working on twenty sections at a time to complete the updates. The process is slow due to the number of reviews (6 to 8 typically) the change must undergo and the number of recommended changes that need to be considered. Once drafts are completed, the revision goes out for concurrence to those affected by the changes. There is a four year plan in place to update all policies, however, the progress is slow at this time due to day to day fiscal duties that take precedence. Key revisions such as pursuit driving and the shooting policy are complicated and at this point have not been updated.

Recommendations

1. Additional resources, two civilian planners, should be added to the Planning Division to allow the division to conduct planning and research studies.

A restructured planning and research function will add to the department's ability to move community policing forward. The development of both short and long range plans, and the production of research reports which provide data based assessment of the progress

of community policing implementation will provide feedback and allow for continuous improvements to be made. On-going feedback information should be used for adjustments before an aspect moves to far off into the wrong direction.

Without such information, senior managers too often have to rely on guesswork and past experience as a basis for critical decision making. But, community policing operations are not like traditional police operations and past experience needs to be blended with objective results that can be gained from a good planning and research functions.

2. The department's general order system needs a complete revision and should be reviewed on an annual basis in addition to updates that are periodically made.

Operations Support Division

The operations support division, commanded by a lieutenant of police is responsible for the provision of support functions to operational units. The division includes the property section, records section, identification section, and the crime analysis section. The organizational chart in place at the time of the PERF team site visits reflected the warrants section as part of the operations support division. However, prior to the study, the section was organizationally resituated, along with fugitive apprehension, in the general investigations section of the criminal investigations division.

Crime Analysis Section

Background

Oakland's Crime Analysis Section (CAS) is staffed by 4 officers, a sergeant, and two support personnel. Their focus is on selected Part I offenses including robbery, grand theft, sexual assaults, burglary, and auto theft. In addition perform substantial and tracking of known offenders.

Crime analysis work flow begins when patrol officers turn their case reports into the Records Section. The Records Section enters a minimal amount of data from each report then makes copies of those of interest to Crime Analysis. When the reports reach Crime Analysis, detailed information about suspects and m.o.'s is entered. Crime Analysis personnel also enter all field contact cards into the system. This is generally done by a clerk or cadet.

From this local database a number of high quality reports are generated. A weekly crime report is prepared by location. From the weekly report a forecast report is run to project the next likely crime occurrence. From this a tactical operation plan is created and passed on to patrol or other units.

The Crime Analysis Section (CAS) maps career criminals and tracks their activities and field contacts. This information is published in bulletin format on an as needed basis. In addition to this bulletin CAS produces a monthly bulletin containing known robbery offenders, known burglary offenders, and habitual offenders. CAS also publishes an officers' safety bulletin on an as needed basis.

Crime analysis reports may be generated comparing previous week crime activity with the previous weeks crime and past trends. Special requests are also processed by CAS to examine further crime breakdowns. Common reports generated weekly and daily by CAS are; weekly summary of crimes, daily analysis bulletin to Investigations, daily assessment of shootings by district, assessments to determine if tactical plan had any effects on crime pattern, crime suppression efforts, daily information bulletin by district and citizen crime reports for Beat Captains.

CAS considers the Criminal Investigations Division as their primary internal customer and patrol as their secondary customer. CAS is linked by fax to area police agencies so the flow of information is current on crime patterns and criminals. The unit networks state-wide to increase data base of information. The unit works proactively and attempts to alert investigators to patterns emerging.

CAS interviews revealed that they would like to produce more information that is location specific, versus, offender based. They would like to see M.O.'s expanded to be more specific so patterns may surface much quicker. It is felt that the current use of M.O.'s on case reports is too standard. They recommended on-going CAS training and supported a move towards State Certification. There is a general feeling that there is a need for a commitment to be made to the unit to continue building expertise.

The CAS seeks to:

- * Provide training to officers on line-up procedures and CAS bulletins
- * Continue improving services through evaluation feedback requests

Other duties performed by CAS include reviewing all case reports to prepare the weekly recap. They handle an average of five requests for information per day, they run predictions on target crimes, they track registered sex offenders, they run state-wide RAP sheets, and prepare career criminal packages. They prepare link analysis charts and prepare CAS charts and maps on a request basis. Additionally, the CAS section is located next to patrol which makes interactions much more frequent and assessable for patrol.

Recommendations

1. All data entry should be done through records. The function of crime analysis should be to perform analysis and not to do data entry work. If the crime analysis unit were freed from data entry work, their talent could be turned to expanding their work to begin to generate information more useful to problem analysis, repeat calls for service, and other products that will help support community policing and problem solving.
2. Crime analysis sworn personnel should be replaced with civilians over a 2 - 3 year period. Although the work of the crime analysis work is an example of excellent traditional crime analysis work, with appropriate training and phasing in, the work can be performed by non sworn personnel releasing the sworn officers for direct policing activity.

Property Section

Background

The property section is organizationally situated within the Bureau of Services, directly responsible to the commander of the operations support division. The section is physically located in the basement of police headquarters. Public elevators service the main basement corridor during business hours. After hours, the elevators will not stop on the basement level. With the exception of a screened public window which is accessed from the main corridor, the entire area consumed by the property section is in a secure area intended only to be accessed by police department employees. In order to gain access to the property section, personnel must pass through an electronically (code) locked door.

Inside the secure area, there is another window for employees who need to conduct property related business. As the property section is also the home of the armory and responsible for police radio distribution, this is the location where officers come for radios and/or shotguns prior to assuming patrol duties.

Findings and Observations

The handling of evidence, found property and property held for safekeeping, recovered firearms, firearms dispositions, withdrawing property for court, release of property, and property section security is covered in a series of general orders issued between 1974 and 1992.

Staffed by one police sergeant and six civilian employees, the property section is open to police employees from 6:00 a.m. - 1:00 a.m., seven days a week. During these hours, section employees personally accept property and evidence from police officers and evidence technicians at the police window. At other times, officers may place articles of property and evidence in a designated area at the front desk.

When the property section is closed, officers also turn in their radios and shotguns by placing them in the same location. As a result, the area may contain a mix of found property, evidence, sexual assault kits, drug paraphernalia, seized weapons, departmental weapons, radios, etc. Each morning, property in the designated area is transferred to the property section.

Officers place cash in a drop box in front of the property section. Drugs are not usually turned in at the property section window and never via the cart. Drugs are to be secured in a drop box at another secure location. If the quantity is too large for the drop

box, it may be held at the property section only until the next business morning when it is transferred to the department's laboratory.

Officers and evidence technicians turning in property or evidence are required to complete a property record and when applicable, a crime report. Reports are submitted separately in a drop box.

Articles that are collected and turned in as a result of a dispatched call, bear the case number (CCN) assigned to the call by communications. Articles that are submitted to property as a result of on-view actions of the officer, are turned in without a CCN. Then at a later time during processing, a CCN is obtained. Except for weapons, which are tagged separately, articles of property stemming from the same incident can be grouped on a single property record.

The turn in of a firearm also requires the completion of a gun card and a gun referral slip. Reports related to weapons used in a confirmed homicide are routed to the department's weapons sergeant who is assigned to the homicide section.

A "tube" mail delivery system (similar to those used between bank tellers and customers) is in place in the section, but has been inoperable for some time. Therefore, one of the civilian staff makes a daily mail run throughout the building, personally.

Section staff package for storage, all incoming property that will be retained in the section. Articles are placed in storage areas as determined by size and nature. For example, perishable items may be kept in cold storage, small article in one area, bulky items in another. Corresponding forms, which identify storage location, are filed in numerical sequence.

A previous effort to bar-code incoming articles of property and maintain computer files of articles and their locations was abandoned when the 286 personal computer did not contain adequate memory for the process. The system was initially intended for the storage of drugs and money only, but was subsequently used for all categories of property.

Extreme valuables and cash are logged and stored in a built-in, double locked safe within the section. Access to this area is limited to four employees. Handguns tagged for destruction are also kept in this safe. Cash related to a particular incident is placed in a lock-sealed envelope. These envelopes require the witnessing of contents and signature of two employees. In the event a full or partial release of an envelope's contents is authorized (in writing from CID, vice etc.), witnessing of the transaction and resealing of the envelope requires two additional signatures. A running tally of cash in the safe is maintained.

Found cash is maintained by the property section for a minimum of 90 days. Such funds are turned in the 8 - 10 times a year for deposit in an interest bearing savings account for 36 months. If not claimed, the funds (and accrued interest) are transferred to the city's general fund. City auditors are responsible for annual audits of funds maintained in the safe.

Within the section, there is a designated gun room. Set apart by sturdy, chain link fencing, the area cannot be easily compromised, but the fencing does not extend all the way to the ceiling on two sides. It is possible for access to the gun area to be gained, but only from within the property section. However, a location to the rear of the gun area is used to store items to be auctioned by the city. Such auctions are handled by the city's office of purchasing and may cause other city employees to have limited access to this area.

In the spring of each year, a list of all guns meeting the criteria for final disposition is circulate to the range master, criminalistics, criminal investigations and the state Department of Justice. Weapons that approved for disposition may be inspected by the range master and if any are suitable, they may be retained for departmental use, if approved by the chief of police. Similarly, the state may also request to convert specific weapons. Those that are not retained are destroyed.

Found property that is to be temporarily maintained is kept in a separate room within the section. Every effort is made to determined if found articles can be disposed of. Junk articles that are clearly of no evidentiary or monetary value may be disposed of promptly. Property that is needed for presentation in court may be released to a district attorney, district attorney's investigator or a police officer who presents a court subpoena specifying the needed article(s) or to. When the property is turned over to the officer, a copy of a release notice is kept in an "out to court box" until the article is returned after court.

Police radios, maintained in chargers are kept at the front of the section, behind the officer's window. The department's armory is also located inside the property section. Shotguns and a limited number of emergency replacement weapons are kept here for distribution to uniformed officers. In a secure room, the range master maintains special weapons and heavy arms. In the event access to the armory or radio area is needed during the hours the section is closed, a key is kept in a lock-sealed envelope at a location known to the desk officer(s). Whenever this occurs, the use of the key must be documented. As a check, use of the key requires the destruction of the envelope and therefore will noticed by the property custodian on the following business morning.

In 1994, 23,670 new articles of property and \$1,192,143 were accepted into the property section. Through a continuous effort to reduce the amount of property in storage, 28,451 articles were disposed of. The disposition of articles eliminated from storage in 1994 is as follows:

- 5,961 articles of property were released;
- 799 articles of property were sold at auction; and,
- 20,986 articles of property were destroyed.
(including 2,192 guns of which 1,710 were handguns.)
- \$711,234 was released to owners and \$526,418 was transferred to the city treasury.

Despite the efforts of the property section staff to reduce the amount of property and evidence stored in the section, there is still a significant number of articles that need to be purged. The only policy or standard operating procedure exists to guide section employees in the disposition of property and evidence was issued in 1978 and permits indefinite holding on articles of potential evidentiary value. Crimes in which property and/or evidence is collected and stored are assigned to a detective. If the crime is never solved, the case is reassigned and reassigned to new detectives as senior detectives retire or leave their position. These cases remain active and the related evidence is maintained indefinitely.

This is not only true for homicides, rapes, robberies and other serious crimes, but also for lesser crimes that will not likely be reactivated. As a result, the storage room is overloaded with property that is of no monetary value and dubious evidentiary value.

There are so many articles in cold storage (mostly very old evidence) that it fills not only the walk-in freezer in the section, but two 4'X 4' commercial cold storage boxes off-site. Section staff indicate that all but about five percent of the articles in cold storage are very old and in some instances related to cases so old that the victims, witnesses and perpetrators are likely deceased.

Overall, the condition of property section is clean and orderly. The space allocated to the section is adequate, but only because articles of property and evidence are tightly stored. Property is logically organized and easily retrievable. Articles requiring extra security are properly stored. It was observed that all non-property section employees and other persons who were permitted to enter the area, the PERF team included, were required to sign in and out on the visitor/admittance log as required by the property section security general order.

Recommendations

1. Property and evidence should not be mixed with departmentally owned radios and shotguns at the front desk. A secure area should be provided where radios and shotguns can be returned when the radio/armory area of the property section is closed. This could continue to be behind the front desk area, but in locked cabinets.

2. Property and evidence collected by officers at times when the property room is not open should be maintained in a secure location that limits and maintains the chain of custody. A small bank of lockers could be provided in the secure hallway area outside of the property section. By placing a locked padlock on the open door of each vacant locker, officers could utilize a single locker to secure property collected and submitted when the section is closed. Once property is put into the locker, the door is shut and cannot again be opened except by the property custodian. Locker keys are maintained only by the property section. Each morning, the designated property custodian collects the contents of each locker. Since the section is closed for such a short time each day, a small number of lockers would suffice. Most can be small, but a few larger lockers for long guns and other larger articles should be included.
3. The gun room should be totally separated and secured within the property section. Though a small risk, the fencing which separates the gun room from other areas, should be extended to the ceiling to ensure security of the area.
4. The written directive which spells out procedures for the destruction or other disposition of property that no longer needs to be retained, should be updated. The current practice of retaining property and evidence from old cases that are passed from detective to detective has led to unnecessary clutter in the property section. Such a directive should be supported by a requirement for a periodic review of open cases by investigative supervisors. This review should provide specific guidance to the property section as to property or evidence that must be retained or that can be disposed of. Property section personnel should rely more on the current general order provision (G.O. H-10, Section III F. 2) that allows property section personnel to initiate property/evidence release after a reasonable time.

Records Section

The Records Section is a component of the Operations Support. It is commanded by a lieutenant who reports directly to the Bureau of Services deputy chief. Fleet, transportation and tows are also elements of the Records Section.

There are a total of 25 personnel assigned to the records section, as well as one sergeant, three civilian supervisors and 21 civilians. At the time of the site visit there were plans for the hiring of five personnel for records. Fleet/transportation has one full time officer and two officers on loan from other units. Written procedures for the section are not current.

Duties within the section include hot sheet preparation, report sales, correspondence, cashier, general functions and report processing in addition maintenance of the various files. Personnel working the various assignments can rotate through all the duties except report processing.

The Records Section is open 24 hours per day for police operations and is open to the public from 8:00 a.m. to 10:00 p.m. Work load is the determining factor in assignment of personnel to the different watches. First Watch has 5 employees, Second Watch has 11 employees, and Third Watch has 7 employees. Each Watch has a civilian supervisor. Personnel start their shift one half hour to one hour after the patrol watch begins and work 37.5 hours per week.

The section is responsible for the maintenance, storage, reproduction, data entry and sales of all police reports and documents. The section is also responsible for the verification of warrants at night and on week-ends. Reports and other documents that are stored outside of the Records Section include: collision reports, maintained in the Traffic Division; field interview contact reports, maintained in Crime Analysis; and fingerprint cards and mug shots, maintained in the Identification Section.

The computerized records management system (RMS) currently in operation was the result of nine years of planning, with input from throughout the department. The system was purchased and brought on-line in January 1995. There are problems that are currently being addressed. Some of the problems are the inadequate training of individuals responsible for data entry and insufficient equipment. The system is very labor intensive.

The mainframe computer is unable to interface with other computers within the department without additional equipment that has not been purchased. The RMS software has not been capable of producing the department's monthly uniform crime report (UCR) nor

was it designed to meet the future reporting requirements for incident based reporting (IBR). The supplier of the software is presently working to solve some of the problems that have been identified.

Reports are maintained within the section for four years and then sent to a private vendor for microfilming. The private vendor is responsible for the destruction of the original documents after microfilming. Records pertaining to homicide cases are maintained separately and are stored at the vendor's off site storage facility.

Report Flow

Reports are prepared in the field and placed in the report receptacle by the radio room. There is no supervisory review of the reports prior to being submitted. Errors are generally found in Crime Analysis or Criminal Investigations. A Report Deficiency Notice buck slip may be completed for officers who show a pattern of deficiency or repeated incomplete reports. Investigators may complete a Case Evaluation Report for officers with either good or poor reports. This report is forwarded to the officer's command. The Report Deficiency Notice and/or Case Evaluation Report will be placed into the officer's personnel record.

Reports are collected two times per shift by records personnel. The report processing person will ensure reports have all required pages. The processing person reviews all reports and makes the assignment decision to the appropriate investigative unit. A report number is obtained from the RMS computer and stamped onto the report. During dispatch procedures, only the daily incident number is recorded on reports.

The location, date/time of incident, the offense, beat, incident number and unit assigned are entered into the RMS computer. The report is then photocopied. There are four to seven copies made of each report, depending on the offense or type of report. Once photocopying is completed, the clerk will distribute the appropriate copies and access the RMS computer and complete data entry of names, addresses, vehicles and UCR information. There are no formal procedures for verification of data entry.

If the clerk locates reports with missing information, the clerk will either give the report to the sergeant, who contacts the officer, or the clerk will make an educated guess and provide the missing information. Civilian personnel are not allowed to contact the officer to inquire about missing data. There is an officer assigned to the section responsible for locating missing reports. This is a position created for the officer, who is over age 65. Once data entry is completed, the report is filed. Reports are filed numerically. There are no internal audits of the record system by the Department. Supervisors in the section perform random audits.

Investigators are required to submit follow-up reports at least every 30 days until the investigation is closed/suspended. These are filed with the original report after receipt. When the investigation is complete/suspended, closure information is entered into the RMS by investigation clerks and the report is submitted to records for filing with the original.

Assignment cards are completed on all dispatched assignments not requiring any other type of report. They are submitted at the end of each watch and filed numerically by date. No computer entry is made into the RMS computer of the information that might be on the card. Since January 1995, criminal history (arrest records) information has been entered into the RMS computer daily. Any inquiry for information prior to January 1995 must be accessed through the microfilm system maintained within records.

The Records Section allows anyone with a legitimate need to enter the various files to obtain information. Personnel from the DA's office, clerks within the building performing research, investigators, etc. have almost unlimited access into the various files. Original files are allowed to be removed from the section. A record is maintained with the date and time of all individuals accessing files or obtaining copies.

Upon written request, civilians may obtain a copy of a report that does not contain suspects or not being actively investigated. When a request is made, the RMS computer is accessed to obtain the offense number, the report is obtained from the file, and the Investigation Section is contacted for permission to release. Any report without suspects listed may be released without contacting the investigation section. There is a \$10.00 fee associated with obtaining a copy.

When the Records Management System was initiated in January, there was a one and a half month backlog of data entry into the system. When PERF's site visits were conducted, the RMS data entry effort was being supported by a major infusion of overtime and loans of personnel from other divisions. By July, the Division was particularly stressed because of vacancies, and the problem was compounded when the vacant positions were lost in the current fiscal year reductions. At present, the Division is using 3 positions worth of overtime and is still running a constant three to four day backlog. As a result, data in RMS is not current and is less useful to investigators and other persons throughout the Department. These shortages result in only the bare minimum of data being entered into RMS. Feedback from every unit in the Department has made it clear that they would benefit greatly from the entry of more report data.

Front Counter

Personnel assigned to the front counter deal with an assortment of request from the general public. They sell reports, handle the release of vehicles that have been towed or placed into storage, handled peddlers and solicitors permits, handle requests for expungement of records and a variety of other duties.

Monies received for various services are recorded on the cash register which provides a receipt for each transaction. A worksheet of all transactions is completed and the receipts are attached. The person handling the register is not allowed to collect the money. Each watch is responsible for balancing the cash drawer.

All monies and receipts are placed into a locked bank bag then placed into a secure box. The cashier removes the money each day, completes a daily report, reconciles the receipts of all three watches and takes the report and monies to the supervisor to verify the count. The deposit is prepared and the monies placed into a deposit bag and locked in a floor safe in the supervisors office. Twice a week the deposits are taken to the City Treasurer's office.

Monies taken in for the release of vehicles are recorded on a numbered form for audit purposes. A form is issued for all releases whether or not a fee is assessed. All records are annually audited by city auditors.

Towed/Stored Vehicles

Three officers and one civilian clerk are assigned the responsibilities of handling the department fleet and towed/ stored vehicles. Only one of the officers is permanently assigned, two of the officers are on limited duty assignments.

California law allows an individual whose vehicle has been towed to request a hearing to determine the legal authorization for the vehicle's removal. The tow hearing officer conducts the hearing. Another officer (limited duty position) assists with the new law mandating a thirty day impoundment of vehicles when the driver is charged for operating with a suspended operators license.

Records pertaining to towed vehicles must be entered into the towed vehicle log and filed. These records are obtained from the abandoned auto unit, by fax from private garages, and from the radio room. An average of 38 tow records are handled per shift. Owners of vehicles towed receive written notification within 72 hours of their vehicle being towed. Section personnel receive a copy of the CAD incidents for officer request tows, complete the tow log and then prepare a form letter to be sent to the registered owner. The

civilian manages the tow logs, and sends out the tow notices. During 1994 there were approximately 26,000 vehicles towed.

When a person requests the release of a vehicle that has been towed or stored, a check is made to determine if the requestor is the registered owner or authorized agent. Prior to releasing a vehicle the clerk must ensure all outstanding fees are paid and the owner must produce evidence the vehicle has a current license. The individual is sent to the Parking Violation Bureau for a clearance letter prior to the vehicle being released.

Other Duties

The section has responsibility for confirming warrants at night and on week-ends. This requires the clerk to enter the files in the fugitive apprehension unit (warrant section) to determine if a warrant is on file.

The hot sheet is prepared three times per day. It contains a current listing of all vehicles reported stolen and other pertinent data (court dates, communications orders, etc.). Information is received from communications to prepare this report. The report is distributed at the start of each watch.

Fleet

The officer assigned as tow hearing officer also has responsibility for management of the vehicle fleet. Management of the fleet takes approximately 30 percent of the officer's time. The officer's responsibilities include safety conditions of the fleet, ensuring service mileage requirements are kept, managing the fleet repair function, challenging other departments in the city to get repairs completed in a timely manner, assigning vehicles to various sections and determining when vehicles are replaced.

The fleet contains approximately 431 vehicles and consists of vehicles ranging from marked police units (cars and motorcycles), unmarked police units, horse trailers, trucks, vans, special use vehicles and an armored vehicle.

The city's Office of General Services is responsible for vehicle maintenance. Vehicle maintenance and repair is reported to be a major problem. With the budget reductions of the past several years, there has been a reduction in the number of mechanics to handle needed repairs. An average of 46 to 50 cars are inoperable daily, due to either needing required service or mechanical problems. During one PERF team site visit there were 70 vehicles out of service, at the garage, waiting to be repaired. When this number of vehicles are out of service, it severely impedes the ability of operational units to deploy personnel and services where they are needed.

Almost without exception, operational unit personnel indicated that they rarely had the number of operational police vehicles needed to perform their duties. As would be expected, emphasis on the condition and safety of vehicles is of most importance to patrol officers. Very few patrol officers interviewed failed to express concern over the high mileage and general condition of vehicles available to them. Some officers reported that it was rumored that new vehicles had been ordered without anti-lock brakes in order that \$500 per vehicle could be saved. Specialty units have assigned vehicles that are generally in better shape than the vehicles in the general fleet pool available to patrol.

Since the initial site visit, 35 vehicles have been purchased and placed into fleet service. Once these vehicles were placed into service, 35 vehicles with the worst maintenance record were taken out of service. That has reduced the average number of vehicles out of service daily to approximately 20 to 40 vehicles.

During weekends persons who have been sentenced by the courts to perform community service assist with the fleet. They perform minor repairs (i.e. replace bulbs) and ensure vehicle have an adequate amount of first aid equipment and flares. An employee from General Services is required to check the water and oil for vehicles in the fleet. This check is daily, Monday through Friday.

There is no requirement for officers to conduct a vehicle inspection prior to the start of the watch. Some, but not all, officers were observed to check the operation of emergency equipment at the start of their shift. None were observed to conduct maintenance or safety checks. Officers were also observed fueling several cars before resetting the gas pump. This impedes the city in its effort to evaluate the cost per mile for individual vehicles. When a vehicle is improperly tuned or for other reasons, not averaging an acceptable number of miles per gallon, the city's computerized fuel pump equipment could be used to assist in identifying the problem - but only if accurate records exist.

Vehicles are required to be serviced every 3,000 miles and officers depend on the fleet manager to ensure service requirements are met. They are reluctant to turn in a vehicle for service or minor repairs due to the inordinate amount of time the vehicle will be out of service. What generally happens is the vehicle is driven until something breaks.

General Services leases the vehicles to the department and included in the monthly charge is the cost of service. Vehicles are leased for approximately \$700.00 per month per vehicle. New vehicles have a warranty for engine and transmission problems. Vehicle replacement is determined by mileage and age of the vehicle. Marked vehicles are generally replaced when they reach 80,000 miles, approximately every three years, but may be kept longer. Several vehicles were observed with many more than 80,000 miles. Unmarked vehicles are generally replaced every five years.

Recommendations

1. Patrol supervisors should be responsible for reviewing reports prior to being submitted to records. This will place responsibility for quality control at the level it belongs, with the first line supervisor. Reports should be reviewed and initialed by the supervisor prior to the end of the watch, if at all possible, or by the supervisor of the on-coming watch.
2. Only three years of records should be stored, in hard copy, within the Records Section. There is no necessity for having immediate access to more than two years of past records in addition to the current year. This will free up both floor and cabinet space within the section.
3. Daily audits of a sampling of data entry into the Records Management System should be conducted by supervisory personnel. This will ensure that the data entry of information, from the various reports, is accurate.
4. Access into the Records Section should be limited. The current practice of allowing departmental personnel, sworn or civilian, to access the various files should be stopped. Only records personnel should be responsible for accessing the records. This will increase accountability and reduce the possibility of problems with records.
5. All original records should be maintained within the Records Section. Accident Reports and Field Interview Reports should be stored in the Records Section after information has been obtained from the reports.
6. Consideration should be given to reducing the redundancy in reports and logs that are currently maintained.
7. The practice of the records personnel making criminal investigative unit assignments should be eliminated. All reports requiring investigation should be sent to investigations, where supervisors within the section make the unit and investigator assignments.
8. The department should conduct a periodic audit of the Records Section, annually. The audits are required to ensure that departmental guidelines are being followed and problems are addressed in a timely manner.

9. The Department should add seven positions to the data entry functions, six data entry operators and one supervisor. An automated information system is of little use if the information in it is not accurate, timely, and complete. The persistent backlogs and paucity of data in the RMS interfere with the system approaching its maximum possible usage. By adding three data entry positions, most overtime should be eliminated. To increase the amount of data captured, three more data entry positions should be staffed to maintain timeliness and accuracy. The supervisory position is needed to help ensure quality control.
10. The Department should procure temporary workers to eliminate the data entry backlog. By using background checks and appropriate screening, temporary services can be acquired to eliminate the seemingly constant backlog. Once the system is current, the staffing additions proposed above should be adequate to maintain it.
11. The city should provide the department with the number of safe vehicles needed to perform expected services. As noted throughout this report, patrol and specialty unit officers consider the condition and number of available vehicles to them to be a major problem. Several units were cited as not having an adequate number of vehicles assigned for use. As the number of vehicles out of service rises and falls daily, so does the number of available vehicles. The city garage should be encouraged to make the quick turn around of police vehicles a top priority.

The nature of use of police vehicles makes it imperative that they be outfitted with those options that protect officers, other motorists and the city (with regard to liability). Trading options such as anti-lock brakes for insignificant savings may a higher long-run cost.

12. The department should have a policy requiring vehicle inspections prior to the start of each watch. Water and oil levels should be checked along with emergency equipment and a general check of the exterior and interior of the vehicle. This check should include an interior search for contraband. Problems that are noticed should be documented in a timely manner. This would also free up a general services employee to assist with vehicle service.
13. The practice of more than one vehicle being gassed without resetting the gas pump should be discontinued. The computer aided gas pumps allow tracking of fuel for each vehicle. The by-passing of the system, allowing two or more vehicles to gas, eliminates any accuracy in the cost per mile expenses for each vehicle.

Identification Section

Identification Unit

The Identification Unit, along with the Photo Lab Unit, make up the Identification Section of the Support Operations Division. Supervised by a civilian manager, the Identification Unit staff consists of four police services technicians II. Two other police technicians II are assigned to the photo lab. The staff works eight hour shifts (8:00 a.m. - 4:30 p.m.) Monday - Friday in order to keep the office open to public from 8:00 a.m. - 4:00 p.m.

Though the unit fingerprints and confirms identification of a significant number of persons for the Oakland-Piedmont Municipal Court, the greatest number of fingerprinting requests are a result of applications for employment or state licensing.

Findings and Observations

When requested by the court, subjects who were not processed in conjunction with an arrest for charges before the court, are fingerprinted at the Identification Unit, located on the third floor of police headquarters. Prisoners under arrest are not processed at this location. However, from time to time, investigators may present a possible suspect to the unit for fingerprinting to determine if the person should be eliminated or pursued as a suspect.

Court ordered fingerprints are faxed to the county for comparison against the Criminally Oriented Records Production Unified System (CORPUS). This process usually takes 20 to 40 minutes. If no existing file is found, a new record is generated. This then necessitates the completion of full set of photos by the photo unit. In 1994, the unit fingerprinted 928 such subjects for the court and subsequently updated the appropriate CORPUS event information.

The unit also has responsibility for the registration of felony drug, sex and arson offenders residing in the city of Oakland. In 1994, 2,034 of these felons were registered.

New employment applicants for the police and other city departments requiring background checks are sent to the unit for processing. This includes fingerprints, photographs and a criminal history check through CORPUS. In 1994, the unit processed 1,054 employment checks.

Some state licensing requirements include a criminal history check (including fingerprints and photographs). Individuals come in and personally request these checks. License and permit applications numbered 201 in 1994.

Personal employment and other state licensing requests numbered 2,235 in 1994. Similarly 164 personal backgrounds were conducted that led to letters of confirmed clearance being issued by the department. Many of these services are performed for a fixed fee. Fees are collected at the Warrant Section public window which is directly across the hallway. Future plans include the purchase of a passport camera to allow the performance of this service for a fee.

Photographs (mug shots) that are taken by the photo lab stay in the Identification Unit and are kept in two photo files (arrest and non-arrest). Officers and investigators have access to these files for photo spread line-ups. Last year, personnel assigned to the unit sorted and filed over 72,000 mug shots.

The level of staffing in the unit is adequate to perform work on most days. The carry over of work to another day is rare. When this occurs, it is usually the result of sick or annual leave use and it must be corrected immediately to minimize turn-around time. Overtime is approved for this purpose. The expenditure of overtime in the unit does not equate to the costs associated with the addition of another full-time employee.

Equipment is reported to be generally adequate and in good condition, with the exception of an older-generation 286 personal computer that is inadequate to produce quality wanted flyers. The current process of paste-up by hand is very slow and labor intensive. Space for the operations performed and the personnel housed in the unit is plentiful.

Photo Lab Unit

The photo lab is a component of the Identifications Section and is staffed by two police services technician II's. It is located on the third floor of the police headquarters building. Normal hours of operation for the Photo Lab are from 8:00 a.m. until 4:00 p.m., Monday through Friday.

As shown in Table 5.4, in 1994 the photo lab issued 9,626 rolls of film to department personnel, processed 10,481 rolls of film and printed 197,794 photographs (the lab does not track the number of slides processed, enlargements or copy work completed). The vast majority of the film is forwarded by police evidence technicians assigned to the Support Services Unit. While the technicians take most of the crime scene photographs, traffic units forward film of accidents, district sergeants take photographs at minor crime scenes (each is issued a fully automatic m compact camera) and the crime lab also photographs evidence.

Table 5.4 Photo Lab 1994 Statistical Report

Time Period	Rolls of Film Issued	Rolls of Film Processed	Total Number of Photographs Processed
First Quarter	2,414	2,532	41,067
Second Quarter	2,203	2,414	38,109
Third Quarter	1,961	2,201	43,027
Fourth Quarter	1,782	1,991	42,419
Total	9,626	10,481	197,794

The photo lab is fully equipped for processing with a Noritsu Color One Hour System (includes a film processor/enlarger and a paper processor) with a 5x7 capacity, a Durst programmable enlarger and a Fujimoto table top processor with a 11x14 capacity. During the week, the lab normally provides a 24 hour turn around on all processing requests and that can be reduced to one hour in the case of an emergency. In addition to film processing, personnel assigned to the lab are occasionally called upon to take photographs at crime scenes and special events. Technicians have a wide variety of cameras including a Nikon 8008, Nikon 6006, and Nikon FM3. Copy stand work is done with a Nikon FM2 and a Mamiya RB67 is used for departmental portraits. Technicians also perform preventative maintenance on the photographic equipment, run test strips and adjust the processing equipment as necessary and produce the department's wanted posters (3x5 photographs that include the individuals name, DOB, charges, investigating officer/investigator and any other pertinent information).

Findings and Observations

While the photo lab keeps statistical information on film and print processing, it does not track other work that is performed such as copy work, enlargements, the development of slides or the frequency that lab technicians are called upon to take photographs.

The film and development for mug shots is provided by the Alameda County Sheriff's Office (ACSO) which maintains all negatives. ACSO supplies the department with a copy of all mug shot photos and furnishes reprints at a cost of 50 cents. The photo lab, which has had responsibility for the maintenance of the mug files for the past couple of years, also handles the ordering of replacement prints.

The photo lab assisted with the development of a master fee schedule for work requested by persons outside the department i.e. the Public Defender's Office and the District Attorney's Office (prints larger than 5x7, no charge for others).

The color processing equipment has a greater capacity and it may be cost effective for other departments within the city to forward their work to the photo lab rather than private vendors. In addition, due to bulk purchasing agreements established with suppliers, acquisition of film supplies from the photo lab may provide a cost savings to other departments within city government.

All print requests are filled in a very timely manner. The photo lab supervisor was called in recently after a police officer was killed by an assailant with an assault rifle. Within an hour the lab produced 500 5x7 wanted photo's for distribution to departmental personnel and Bay Area agencies.

Recommendations

1. The department should consider if the identification section should undertake community services, such as passport photographs. Although this is seen as an opportunity to perform a community service while earning a profit, there is little advantage in introducing additional traffic into the inner portions of the police building.
2. The department should consider the cost effectiveness of providing photographic services to other city departments.
3. Statistical reports should be revised to reflect all of the work performed by Photo Lab personnel (in and out of the lab).

CHAPTER 6
BUREAU OF FIELD OPERATIONS

CHAPTER 6 BUREAU OF FIELD OPERATIONS

Patrol Division

Introduction

The patrol function is the primary carrier of police services to the community. As such, officers assigned to patrol have the most frequent contact with the public. They play an integral role in shaping public opinion on the effectiveness and efficiency of the entire department. Patrol is the unit that has the greatest potential affect on crime control and reduction of citizen fear of crime. Patrol is the largest entity in the department. At the time the study began, twenty-four hour uniformed patrol was provided in Oakland by the Patrol Division, Bureau of Field Operations Bureau.

The Patrol Division is currently divided into three regular watches and a fourth, overlap, or tactical watch. The regular watches begin roll call 1/2 hour before the 8 hour shift starts. Officers working regular shifts then work 8 1/2 hours per day with a 5 day on, 2 day off schedule.

The tactical shift is on a 4 day on, 3 day off, 10 hour per day plan, with most officers working Thursday through Saturday from 6:00 p.m. to 4:00 a.m. This is to handle late night problems. Tactical coverage is district wide, and intended to serve as cover and as back up on 2 officer calls. Tactical officers may all work together at some special event or on some special problems such as the need to patrol Lake Merritt. They may also be assigned to work an open beat or as the late wagon. Each division is also supplemented with wagon officers.

Each watch is commanded by a captain who is assisted by two lieutenants. Squads are supervised by sergeants. Officers are given their daily briefing and assignment at roll call by the lieutenants or captain or, on occasion, the sergeant. Roll calls are sometimes used as a vehicle for short training sessions. Roll call training assignments are determined by the captain and may be provided by the sergeant or lieutenant. The degree to which roll call training is effective varies depending on the trainer.

As of July 1995, the 1st platoon (watch) was authorized 83 officers and had 79 positions filled. The 2nd platoon was authorized 86 officers with 80 positions filled, and the 3rd platoon (which includes the tactical shift officers) was authorized 128 officers with 113 positions filled. Therefore, of the 297 authorized officer positions in the patrol division, only 272 were filled for an 8.4% rate of understaffing.

More than any other issue, officers expressed their concern about the shortage of officers on the street for patrol duty. The shortage of officers in patrol is responsible for an increase in individual workload, but it is the issue of officer safety that concerns officers most. Due to the escalating trend of violence against police officers, there is a significant expression of interest among patrol officer in two officer patrol cars. It is interesting to note that officers speak about two officer cars as if the department only recently abandoned the concept in favor of single officer cars, yet it is reported that the department has not operated two officer cars (as a patrol standard) for over 25 years.

An officer's shift assignment is "permanent" with fixed days off. There is an annual "draw" in November for shifts, days off and vacations. Assignments are then effective the following January. The basis for shift and beat choice is seniority. This procedure dates back to a 1982 agreement between the city and the Oakland Police Officers' Association. As a result of this arrangement, young inexperienced officers are most often concentrated on the midnight shift and are frequently supervised by the most junior sergeants.

The strength of this arrangement is that the same officer works the same beat and the same shift for at least a year at a time, and thereby meets the "stability of assignment" mandate that is considered by many to be a critical element of community policing. That is not to say that this stability could not be achieved through fixed beats and shifts that are staffed by a mix of junior, mid-career and senior (very experienced) officers. It was interesting to note that when community focus groups were assembled by PERF to discuss perceptions about police in Oakland, they were well aware that the young and inexperienced officers, "who don't know the community, are assigned to work after 4:00 p.m."

Oakland is divided into 35 beats, 7 in each of 5 districts. The last examination of these boundaries was in 1977. Primarily for radio channel purposes, Districts 1 and 2 form Sector I, West and North, and Districts 3, 4, and 5 form Sector II East.

Desired patrol staffing is an officer assigned to every beat plus, when available, the tactical supplement and wagon support. Additional support may also be obtained, when necessary, from K-9 officers who are sometimes available. Actual staffing levels are routinely less than desirable. On a given day anywhere from 130 - 215 officers may be logged on to the radio. When During the many PERF site visits, it was observed that evening cars often handle calls at a non-stop rate. When traffic officers are working, they handle most motor vehicle accidents, although beat officers may still be assigned to work some accidents.

Though officers were observed to conscientiously provide cover for each other on serious calls, they often simply had to follow each other from call to call. As noted in the workload section of this report, despite the slight decrease in the number of dispatched calls

for service, the number of "Priority A" calls (those felt to be potentially dangerous, violent, felony in progress calls where the suspect is expected to be on the scene) has risen dramatically since 1991.

Equipment issues are an on going concern. The city has in the last year installed an 800 mhz. trunked radio system. Because it was different, it initially seemed more difficult to operate. Patrol vehicles are the most reported equipment problem, both in terms of adequate numbers and maintenance difficulties. PERF staff observed at one point over 70 police cars, out of service - waiting for repair at the garage.

Not all vehicles are equipped with Mobile Data Terminals (MDT's). Much of the MDT equipment is old and cannot be easily repaired. Consequently, productivity is lowered as officers wait for the information radio channel to clear allowing them to initiate a voice check on a vehicle, or for warrants, or for a driver's license check, and then for the return response.

Officers assemble for roll call at and operate out of the police administration building. This facility is also perceived to be a problem. The building is no longer rated to withstand an earthquake and the locker room is subject to periodic sewage leaks from the jail portion of building. When this has occurred in the past, the officers' locker room was flooded with sewage.

Patrol officers express a feeling of isolation. They perceive that they do not get adequate support from department's management, city administration, or citizens.

Quality of Response

Police response to calls for service was observed during ride-alongs by all members of the study team. Activities of officers were observed on every shift. Officers responded well to most calls for service. Basic information was collected and officers were responsive in handling crimes and calls for service. With only minor exceptions, officers were complete in their questioning.

The sections that follow, focus on the department's patrol practices. These comments do not negate the desire of most patrol officers to provide quality service to the community and demonstrate professional conduct and initiative in doing so.

Various patrol functions were examined including random patrol, response to calls for service, report taking, preliminary investigations, community relations, and drug control activities. The PERF team examined the ways in which patrol officers participate in community policing, which is discussed in a separate section of this report. A significant

sample of the personnel assigned to patrol who were on duty during site visits, including supervisors and officers, were interviewed by members of the PERF team. Observations were made in the field on each shift, through ride-alongs.

The level of talent and capability that exists among patrol officers in the Oakland Police Department cannot be overstated. There was consensus among all members of the study team that the department has a young but highly skilled staff in patrol. Without question, as a whole, the officers interviewed are a dedicated group who have the desire to do the best they can for their department and the citizens of Oakland.

While the department is fortunate to have a large number of skilled practitioners, the potential of the talent that exists in patrol has not been fully realized. It is apparent that many of the officers in patrol have the talent and desire to engage the community and undertake problem solving efforts to properly address the actual causes of the problems for which they have been summonsed. However, the sense of urgency that these officers feel to return to service or acknowledge another call, inhibits them from getting too deeply involved. Although there are times (mostly on the evening shift) when this is a required reaction, officers who handle calls for service in this way are sometimes perceived by the community as uncaring. Again, it should be pointed out that officers were found to be respectful and professional, even when dealing with citizens who were critical, abusive, or threatening.

Reactive Style

The police department has initiated community policing and has assigned these functions to specialized officers. Most patrol officers understand the philosophy of community policing, but many are not sure what their role should be. While efforts to implement change are underway, many officers and supervisors in the patrol division continue to engage in a traditional, incident-driven, reactive style of policing (This style of policing is common among comparably-sized agencies throughout much of the United States).

As a result, few officers in patrol have adopted a community policing or problem-oriented policing style based on their own initiative. Again, in some instances, call volume keeps patrol officers from taking too many self-initiated activities to solve problems. This workload is exacerbated by the proliferation in many areas of the city of street drug trafficking which creates almost constant activity for patrol officers.

In addition, a great many officers perceive that they need to generate statistics in order to be viewed as successful by supervisors. Such perception is based on long-standing

tradition in law enforcement as well as the actions of those in supervisory and managerial positions in the Oakland Police Department.

Constant activity, statistics-and incident-driven policing fosters a perception among citizens that officers are unfriendly, authoritarian and intimidating. This style of policing also contributes to the perception that officers may be biased toward people who live in certain neighborhoods, particularly those that generate the highest number of calls for service.

To some degree, the Oakland Police Department suffers from this perception. Despite the study team's findings that most officers are friendly, helpful, and concerned about community problems, many seemed frustrated by their inability to have significant impact on the problems they are called upon to handle. Many officers demonstrated professionalism in every encounter.

Other factors that support the reactive style of officers, were also evident during study team ride alongs. Between calls for service, officers drive quickly through the neighborhoods in their assigned area. Self-initiated encounters were usually around efforts at drug control activities including searching suspicious people and using their own presence to temporarily deter drug dealing. Typically, they missed opportunities to initiate positive contacts with people in the neighborhoods they patrol. This was particularly evident in some of the areas in which the department is striving to reduce criminal activity.

Neither the department's potential nor the potential of individual officers can be realized in a reactive policing environment. Without positive contacts and more reliance on available channels of communication (such as problem analysis and information sharing among districts and shifts), the department can never be fully aware of the range of concerns in the neighborhoods it seeks to serve.

Without a broad knowledge of community needs, shared not only among community policing officers but also with those officers who routinely respond to calls in the community, Oakland officers will work in a continued state of call and crisis response with no strategy to solve pressing problems. Dedicated beat officers will not be successful alone in identifying, analyzing, and solving problems in the neighborhoods of Oakland.

Patrol Work Schedule

Patrol officers are assigned to regular watches on a 5 on - 2 off fixed schedule. The Tactical schedule allows for peak workload personnel increases, Thursday through Sunday from 6 p.m. to 4 a.m.

Patrol watches are:

- Watch 1 - midnight shift - is divided with roll calls beginning at 10:30 and 11:30 p.m. Shifts end at 7:00 and 8:00 a.m.
- Watch 2 - day shift - is divided with roll calls beginning at 6:30 and 7:30 a.m. Shifts end at 3:00 and 4:00 p.m.
- Watch 3 - evening (or swing) id divided with roll calls beaning at 2:30 and 3:30 p.m. Shifts end at 11:00 p.m. and midnight.

Additionally, tactical units are deployed to supplement patrol officers from 4:00 p.m. to 4:30 a.m.

The one half hour roll call time includes time for officer to get to their cars, load them, and fuel them. Patrol captains and lieutenants work the same fixed shifts as patrol officers. When the captain is not working, a lieutenant is working. On these days, the lieutenant receives commanding officer pay differential.

Patrol Supervision

Regardless of whether the department practices a proactive or reactive style, the quality of police service is contingent, in great part, on managers and supervisors assigned to the patrol operation. The quality of supervision is generally good. Some supervisors were highly praised for the support they provide to their personnel and their interest in solving problems within the community.

Despite the move toward community policing, most supervisors continue to emphasize call response generating statistics as measures of successful performance in patrol. There is a general perception throughout the department that there should be a rapid response to all calls for service regardless of call priority.

Patrol supervisors are not held accountable for performing specific work tasks. They exist, as do patrol officers, in a predominantly reactive mode. They are provided with little or no training in how to assess their personnel for strengths and weaknesses or to foster their progress. They seem to spend little time in the field working with their personnel, problem-solving, or observing patrol activities.

Some problems with supervision were cited that result from having the tactical officers work a split shift between evenings and midnights. Such split responsibility can make accountability difficult.

Sergeants and lieutenants in patrol do not meet frequently enough with supervisors from other units in a structured, formal session to exchange information, plan activities, or identify problems and their resolution. Communication among lieutenants and sergeants in the various units of the patrol, support functions, and administrative divisions is at best informal.

Patrol Objectives and Plans

Generally, patrol practices are random. Officers do not frequently patrol their district attempting to achieve a specific objective. Rather, they either patrol in anticipation of calls for service initiated by the public or initiate activities on their own, usually based on observations of possible drug trafficking problems. Tasks that officers initiate are generally based on personal preference or obvious need and not on set goals, crime analysis, or an overall strategy or program of interaction with neighborhood representatives or community policing officers.

Operational goals and objectives should be prepared by patrol supervisors and be designed to more frequently parallel the goals and objectives of community policing. Such plans provide direction and unity of purpose, highlight areas of importance, focus non-committed time on resolving neighborhood problems, and serve as a basis for measuring progress. It is the responsibility of supervisors to set work tasks for officers.

Lack of Daily Problem and Activity Analysis To Guide Patrol

Information and analysis on calls for service, neighborhood problems, crime and the other requirements of the community which provide direction to managers, supervisors and patrol officers is provided on a limited basis by the Crime Analysis unit. These are limited because of the narrow and traditional focus by crime analysis.

The lack of timely and quality information inhibits patrol officers from reaching their full potential. Officers do not receive sufficient or timely information on locations of repeat calls, trends in minor crimes in the neighborhoods they work, or community needs. Officers do share information informally among themselves during shift change and when meeting during a shift. But, much more should be provided to them. Structured information on criminal activity, trends in calls for service, key investigations underway, and other information should be basic to an "empowered" patrol officer whose strategy is based on the community policing model.

High quality information should be provided to officers on a daily basis to assist them in planning their patrol activities. More detailed reports should be provided to lieutenants and sergeants through a more structured patrol-oriented call, crime, and problem analysis program so that they may better coordinate activities from shift to shift.

Preliminary and Follow-up Investigations By Patrol

Because of pressures to return to service, patrol officers do not get to conduct thorough preliminary investigations or to pursue follow-up investigations to the extent they should. In some instances, this results in cases lacking investigative leads and may well be a contributing factor to the relatively low crime clearance rate in Oakland and the high number of prosecution "declines" as described in the section on investigation.

Unless a crime or incident can be resolved immediately, officers tend to refer it to a criminal investigator for follow-up. Officers cite inadequate staffing and lack of time as being responsible for their inability to provide adequate follow-ups. However, by creating more time for patrol officers through call management and by solving problems that eliminate recurrent calls for patrol officer response, patrol officers could play a more significant follow-up role.

By increasing the officers' role in follow-up investigations, a variety of benefits may be realized. First, more time will be available to detectives to focus on resolving the most serious offenses. Currently, detectives deal with too many cases that do not offer adequate investigative leads.

Second, by conducting follow-up investigations, officers will become more familiar with concerns, suspects, and criminal activity in neighborhoods and business areas. The follow-up investigations become part of the problem analysis component of community policing. Members of the community will also become more familiar with officers working their area.

In addition, officers will be using and developing skills essential for professional growth and advancement. By conducting more detailed follow-up investigations, patrol officers become an extension of the investigative function, gathering and analyzing information and developing suspect data.

Patrol lieutenants and sergeants, with support from administrators, need to encourage and monitor follow-up investigations and oversee their quality. Patrol sergeants are in the best position to decide when follow-up investigations are becoming counterproductive to the availability of patrol officers to conduct other tasks.

Officer Safety

The level of officer safety practiced in the field varied significantly from officer to officer. All officers received the basic training necessary to sustain proper safety while on patrol. Where safety practices were weak, it was the result of the individual's lack of awareness, skill, or patience.

Back-ups to calls for service are handled well and an appropriate number of back-up units are dispatched. Unlike many police agencies, officers in the Oakland Police Department do not provide an excessive number of unnecessary back-ups. There is very little over-response to calls for service when compared to other police agencies. Rather, most back-up situations in which more than one patrol officer responds to a scene warrant that level of response. When a backup unit is not dispatched, officers who believe it is necessary will provide backup on their own.

Officers' perceptions based on recent killings of officers in Oakland is that the streets of Oakland are very dangerous, yet some officers were observed deviating from sound operational practices. Areas of concern included ignoring crowds that gather at scenes; parking directly in front of addresses to which they were dispatched; weak stop-and-approach techniques during traffic stops; little concern for cover and concealment; and, driving without seat belts.

All of the above safety issues are matters which can be addressed effectively by supervisors and through additional in-service training. However, there has been no recent in-service training to refresh safety skills, in areas such as stop and approach or conducting searches. Supervisors need to give more attention to observing safety practices in the field.

Recommendations

NOTE: In addition to those provided below, recommendations related to the patrol teams are cited throughout other sections of this report, such as in Community Policing.

1. Officers should be evaluated based on the quality of their work rather than on the quantity. Supervisors should de-emphasize their focus on quantitative measures in assessing the effectiveness of their officers. Instead, as part of the community policing effort, they should focus on encouraging initiative by officers and support individual efforts to deal with neighborhood and community problems. When initiative is not encouraged and rewarded by supervisors, it is implicitly discouraged. When officers feel "pressured" by supervisors to conduct activities that generate statistics, the quality of their work suffers. Instead of targeting areas that need their

attention, officers will often target locations where they are likely to be able to produce statistics through traffic enforcement, on-view complaints, minor arrests, etc.

2. Supervisors should play a greater role in direct field supervision and spend less time on performing administrative tasks. Lieutenants and sergeants should spend more time in the community, supervising their subordinates. Where possible, some administrative chores being performed by these supervisors and managers should be assigned to clerical personnel. Others should be performed in cars while on patrol.

As a byproduct of spending more time in the field, lieutenants and sergeants should respond to an increased number of calls for service to assist officers and observe their performance.

3. Patrol officers should be given the opportunity and mandate to conduct more in-depth preliminary and follow-up investigations. Patrol officers should complete a greater number of follow-up investigations particularly those related to non-serious crimes. Supervisors should guide and review these investigations and should gauge when they interfere with other patrol activities.

As time permits, patrol officers should be allowed to participate in more detailed or serious investigations, either on their own or in conjunction with detectives.

4. Representatives from other operational units such as the criminal investigations division should attend patrol roll calls whenever possible, ideally on a daily basis.
5. Basic officer safety practices should be reinforced through in-service training and direct supervision in the field. Attention should be given to observing crowds at scenes; stop and approach; response to calls for service; response to alarms; principles of arrest; and, building, vehicle, and suspect searches.
6. The department should strongly consider civilianizing the position of wagon officer. The transporting of prisoners does not require sworn staff. Armed civilian employees could handle these duties. These positions could be the same as those recommended for prisoner transport in the warrant section.

Crime Prevention Division

Beat Health Unit

The department's Beat Health Unit was created in the fall of 1988 by Sergeant Robert Crawford following his idea to develop "healthy beats." The unit was designed to combat drug houses through use of the California Civil Code to force property owners to abate existing problems, or lose the property.

The unit is assigned to the Crime Prevention Division and is under the command of a captain. The unit consists of five sworn officers, five service technicians, one sergeant, one permanent light duty officer, and one civilian beat health coordinator, who has been with the unit since 1990.

Originally the unit took a two-pronged approach to abating the neighborhood drug houses. The first was to utilize the Health and Safety Code which places responsibility for the property on the property owner. The second was to utilize a SMART (Specialized Multi-Agency Response team) method of code enforcement to facilitate inter-agency communication and a prompt response.

In recent years the unit has also incorporated landlord training as a preventive measure to support their enforcement efforts. Training consists of a four-hour block of instruction that is intended to "harden" the property. To date, approximately 1,400 landlords have been trained and the Beat Health Unit works closely with the realtors association who support and co-sponsor the training.

The Beat Health Unit's goal is "creative and innovative problem solving," with a focus on drugs, prostitution and blighted areas. This is due to the realization that, unabated, these problems will lead to further neighborhood deterioration.

A 1991 Rutgers University study of the effects of beat health on crime and housing showed that the program was effective in decreasing levels of drug activities at targeted sites and in a two block radius of the target. The study also found that there was significant positive impact on blighted conditions.

The Beat Health Unit appears to be well organized with a highly committed staff who make a significant contribution to enhancing quality of life in neighborhoods at risk.

Findings and Observations

From 1988 through 1994 the Beat Health Unit opened 1,905 projects of which 1,588 have been closed. The unit's focus is either single family or apartment dwellings, whether owner occupied or not.

The unit has two levels of response to problem locations. First, is the preliminary investigation wherein all necessary information is gathered and put into a database. This is referred to as "Goldenrods". Second, information is then examined and a site visit is conducted. If it is confirmed that drug and/or prostitution activity exists, then the location becomes an active project and a SMART inspection is scheduled. If there has been a drug arrest then an abatement letter is sent to the property owner as well.

Specialized Multi-Agency Response Team (SMART), is the term coined by Sergeant Bob Crawford. SMART teams can be employed to resolve nearly any problem confronted by the city of Oakland. The concept requires the utilization of any personnel and/or agencies that can be mobilized to attack a specific problem. The size and scope of the SMART team is dependent solely on the resources required to solve the problem. The team can consist of the following agencies: Code Compliance, Public Works inspectors, Adult and Child Protective Services, City Attorney, Vector Control (Rodent control), utility companies, Bureau of Automotive Repair, Environmental Protection Agency, Bay Area Air Quality Assurance Board, Department of Fish and Game (waterways dumping), Alameda County Health Services, fire department, and the District Attorney's Office.

The SMART team is always a flexible team and organizations will be included or excluded depending on the skills and intervention that can be brought to bear on the issues.

Table 6.1 Beat Health Projects 1988-1994

District	Projects			Projects				
	Open	Close	SMART Insp.	Open	Close	Active	Ltrs	Site Insp
I	202	209	59	59	59	80	43	66
II	220	194	39	68	59	68	24	62
III	178	151	50	43	80	44	16	42
IV	310	311	47	58	71	66	24	53
V	246	112	32	47	79	59	6	34
Total	1156	977	239	275	348	317	113	257

Total Number of projects: 1905

Total "closed" projects: 1588

Current "active" projects: 317

The unit's goals are:

- Improve the quality of life in Oakland's neighborhoods;
- Increase low income housing stock;
- Prevent illegal activities associated with drug markets;
- Identify drug houses early and abate nuisances quickly;
- Assist residents in creating environments that are hostile to crime;
- Make sure that every resident, merchant or worker who needs to, knows about the services of Beat Health;
- By eliminating safe havens, compel those involved in drug activities to consider alternate, productive lifestyles;
- Educate Oakland Police Officers to use Beat Health methods when appropriate; and,
- Educate other jurisdictions to use Beat Health methods.

Beat Health works in teams with each police district being assigned one team. Teams consist of one police officer who conducts site surveys, makes arrests and conducts inspections; and one service technician (case manager) who schedules inspections and completes and processes paperwork. Each team completes one to two inspections per week.

Each of the Oakland's five police districts have one civilian neighborhood service coordinator who works closely with the Beat Health Unit. These service coordinators are responsible for, "coordinating and providing crime prevention services and resources to their districts which directly support the philosophy, strategies and techniques of community policing."

Paperwork on specific locations is kept in project folders that are filed by year and remain open until activity is abated. A project cannot be closed until there is no drug or prostitution activity (observed or calls for service received) for a 90 day period. The average project takes approximately three months of effort before the problem is abated sufficient to close the case.

Factors that affect the rate of closure include the weight of evidence available, extent of the cooperation of owner, extent of the cooperation of occupants, presence of children in the household, number of units in the building, and current beat health case load.

Once a project is closed, the Beat Health Unit works closely with community policing officers and beat officers to ensure the property is maintained and that there is continued monitoring to prevent the problem from reoccurring.

An important part of the beat health initiative is the department's Landlord Training Program wherein landlords learn how to reduce illegal activity, such as drug dealing, on their properties. Oakland has an estimated 50,000 rental properties and, since the program's inception in 1991, over 1000 landlords have been trained.

The unit does attempt to funnel information to the beat officers through use of:

- Beat Orders: instructions specific to certain locations such as trespass agreements.
- Beat Folders: district teams identify top priority locations and provide project information to the beat officers through the folders; folders stay with police cars which are assigned to specific beats; officers enter contacts into the folder log.

Beat officers like the beat folder concept, although some officers initially resisted, the majority find them useful.

- Community meetings: Beat officers are involved in conducting neighborhood meetings.

Every Monday morning the unit meets to discuss the previous week's activity and to plan their efforts for the current week. At this meeting they also review any recommended project closures. Meetings are attended by all beat health personnel as well as the neighborhood service officers, housing inspectors, city attorney, some community policing officers, Vector Control (vermin and mosquitos) and sidewalk inspectors. Sidewalk inspectors have been utilized since the earthquake due to the extensive damage.

The unit utilizes a sophisticated software package to map their project locations. Although the system is not currently networked to crime analysis, it is useful in quickly determining the status of any project. All information relating to open projects is included in the data base including actions taken. The computer mapping shows all police district and beats, as well as all open projects, and lists all reported drug incidents, vice arrests and drug hotline information.

The unit sergeant has a large span of control, supervising 19 people. The unit sergeant reports that the unit gets assistance from the street officers and has received statewide recognition as well as national media attention for its efforts.

The unit has an excellent slide show that accurately describes the unit, how it works, as well as offering examples of the problem solving process employees use to abate problem locations. Good examples are depicted of buildings at the time the project is opened and when the property has been rehabilitated. In most instances, if a building is not rehabilitated, the unit will seek a demolition order.

The unit has a budget of \$850,000 which is separate and apart from the police department budget, and is housed in its own facility. The budget includes a relocation line item for assistance when tenants cannot relocate or should legal representation be necessary.

Recommendations

1. The beat health function should assume responsibility for vehicle abatement. Abandoned vehicles have a substantial impact on the quality of life in an area and thereby are an appropriate concern for beat health.
2. Beat health should be an integrated part of the Community Policing. Beat health is a problem solving function consistent with a community policing philosophy. Efforts should be combined and cross utilized for a more effective community-wide response, and, to facilitate the spread of the community policing philosophy throughout the department. The Beat Health Unit has pioneered a number of techniques which community policing could benefit from.

3. The Beat Health function must interact more with Vice and Narcotics personnel of the police department. Despite the fact that the unit focuses on drug and prostitution houses, there is little interaction between these functions except to ensure investigations are not compromised. Both functional areas could benefit from a regular sharing of information and resources.

Foot Patrol Unit

Background

The department's foot patrol function has, since the most recent departmental reorganization been situated within the crime prevention division. Previously, foot patrol had been a patrol function. Though broadly named the foot patrol unit, it consists of foot patrol and mounted patrol. Generally, the concept of foot and mounted officers is well received by rank and file officers in Oakland. However, as patrol shortages result in unfilled beats and concern officer safety and workload are more readily voiced, the justification for staffing specialty units, like foot patrol, is questioned. Though foot patrol was not specifically singled out, at the time of this study there was significant concern among patrol officers about staffing specialty units.

The foot patrol unit is further sub-divided into two sub-units: F.P.#1 and F.P.#2. Mounted officers are assigned to these sub-units. They are not shown independently on the organizational chart.

F.P.#1 consists of one sergeant, 10 foot patrol officers and 3 mounted officers. With minor exception, these officers are fixed on a 9:30 a.m. - 6:00 p.m. shift with rotating days off. The sergeant comes in early to handle administrative duties and two officers begin at 6:00 a.m. to conduct homeless sweeps in the downtown area. The sergeant who supervises F.P.#1 is a trained horseman and sometimes patrols on horseback.

F.P.#2 is staffed by a sergeant and 13 officers. Eleven are on foot and two are part-time mounted/part-time foot. The two part-time mounted officers ride about two days per week, usually covering Saturdays. F.P.#2 works day and evening shifts with rotating days off. Most officers on the evening shift have Sunday and Monday off. Half of the officers are on fixed days, half on a 2:30 p.m. - 11:00 p.m. shift. The sergeant comes in at 1:00 p.m. to cover some of each shift. Each sergeant only evaluates his own personnel, but at certain times of the day, each sergeant ends up supervising some of the other's officers. This is reported to work well.

Findings and Observations

Foot patrol officers are assigned to walk, or ride, a defined geographic walking beat of about six square blocks. These beats do not align with regular patrol beats. Mostly concentrated in the downtown area, from the 880 freeway to 27th street, Martin Luther King to Harrison, although there are exceptions. Foot beats have also been developed for high

volume areas such as College and Telegraph Avenues, certain shopping districts (Montclair and Jack London Square) and other areas throughout the city.

The existence of a foot beat does not impact the assignment of patrol officers to regular patrol beats. Patrol beats overlap foot patrol beats, but the foot patrol officer is the primary responder to calls for service when in service in his/her beat.

Foot patrol officers may walk to their beats or they may check out departmental vehicles to drive and park in a visible location while on foot. When appropriate, they may use the vehicle for call response. Officers who are appropriately trained, may conduct their patrol activities on one of the department's 18 bicycles which are primarily used by community policing officers. On most days, only one or two foot patrol officers elect to use a bicycle.

Foot patrol officers are encouraged to manage their beats using other departmental resources that may be available (patrol, mounted, etc.). They concentrate on merchant and citizen relations in their beats, spending much time making and maintaining positive contacts and enforcing traffic and parking violations. Parking meters violations are enforced by the department and other city (non-police) personnel.

Supervisors review crime analysis reports, community and merchant feedback, and officer activity data to determine which foot beats require the most attention. Depending on the number of officers who are off, there are generally two or three foot beats unfilled on the day shift. When possible, the sergeants attempt to keep a mounted officer in the unfilled foot beats. Staffing on the evening shift has been much shorter. Even with recent staffing enhancements on the evening shift, there are times when vacant beats are split between adjoining beats and when foot officers are unable to engage in any activity other than taking calls.

The day shifts generate enough work that there is little time for officers to conduct activities directed at specific crime problems. In the evening Oakland's downtown population thins out, but this does not always equate to less police activity. Foot patrol sergeants encourage their officers to interact with community policing officers when activities overlap and when foot patrol officers learn of situations where a formal project may be warranted.

The three full-time and two part-time mounted officers are assigned to specific geographical areas where their high visibility is an advantage. They are encouraged to enforce traffic laws and take incident/crime reports as practical, but it is recognized that the presence of the mount is sometimes a hinderance. The horse is not as easily "parked" as

a patrol car when the officer is away writing a report. Mounted officers frequently respond to calls in their immediate area, but they are not often dispatched.

Mounted units are often assigned to special events, such as block parties, school events, and crime prevention orientations, where their visibility makes them a public relations tool. They are frequently photographed and shown in city newspapers.

When the mounted units are needed at locations distant from the stable, they are transported in the department's four-horse trailer. The trailer and the Ford truck used to pull it are reportedly in good condition and adequate to meet the unit's needs.

The department's five horses are maintained at a city owned stable on Bellview Avenue, behind Children's Fairyland. The facility is adequate. However, there is no civilian stable manager or staff. Supplies and services are ordered by a sergeant. Horse feeding, grooming, stall cleaning, building and grounds maintenance is all performed by mounted officers. It is not uncommon for mounted officers to spend from one and one-half to as much as three hours per eight-hour shift on horse maintenance and stable management.

Recommendations

1. A formal list of foot patrol beats should be maintained to include current problems, issues, trouble spots, etc. With input from patrol and community policing supervisors, foot patrol supervisors should prioritize foot beats in the order they are to be filled. There are currently not enough foot patrol officers to fill all beats on a regular basis, especially in the evening hours. Until the department has the resources to expand foot patrol, it is vital to understand which foot beats demonstrate the greatest need to be staffed. In this way, supervisors in patrol, community policing and foot patrol are in agreement as to the deployment of officers.
2. The department should seek to employ a professional stable manager for the mounted unit. The current practice of having supervisors and officers perform stable management and grooming duties is not cost-effective. It is arguable that some grooming and horse-care should be performed by the mount's regular rider. However, stable care, ordering of supplies and other duties not requiring a sworn officer should be performed in a less costly manner, allowing officers to spend as much time as possible on mounted patrol duty.

Special Duty Unit

As part of the Crime Prevention Division, the purpose of the Special Duty Unit (SDU) is to help control street level drug trafficking. Their operations include buy-busts and serving warrants.

The unit's buy bust operations are fairly sophisticated. By using a tiny video recording device, they gain evidence of sales made to other customers, even if the officer is unable to make a purchase.

The unit also seeks to get and serve warrants, especially on crack houses. Usually they will use an informant, perhaps someone they have previously arrested as part of a buy-bust, to make a buy. By carefully monitoring the movement of the informant, they are able to gain enough evidence to get a search warrant. Then, over the course of a single shift, they will serve several warrants, with the hope of seizing drugs and making a number of arrests.

Because this operation seeks targets of opportunity, it is difficult to assess its long range impact. But given the rather prevalent drug trade in parts of Oakland, it is difficult to view the operations of the unit as being little more than a band aide.

Recommendations

1. As is described in other parts of this report, Oakland needs to develop a comprehensive drug control strategy. The activities of the SDU should be considered as part of this strategic approach. Some efforts toward this goal are already underway in the form of SDU/vice re-deployment, problem-oriented policing and violence suppression initiatives, citizen patrols and neighborhood councils.

Special Operations Division

The Special Operations Division is commanded by a police captain and consists of the Traffic Operations and the Special Operations Sections. Each of these sections is headed by a lieutenant.

(Note: All organizational charts provided by the department reflect the Investigations and Administration Unit as organizationally responsible directly to the deputy chief of the Bureau of Field Operations. In practice the unit, headed by a sergeant who is responsible to the Traffic Operations Section lieutenant. It should also be noted that the Traffic Operations Section and the Special Operation Section, both headed by lieutenants, answer to the captain in command of the Special Operations Division. However, throughout this study, this captain's position has remained vacant. As such, until the captain's position is filled, the Traffic Operations lieutenant answers directly to the deputy chief of the bureau, and the Special Operations lieutenant answers to the captain in command of the Crime Prevention Division. The department anticipates that upcoming promotions and some reorganization already proposed for January, 1996 will permit the filing of this vacant captain's position).

Traffic Operations Section

Introduction

The Traffic Operations Section is comprised of the Enforcement Unit and The Impound Unit and the Investigations and Administration Unit. The Enforcement Unit consists of three motorcycle squads, (A,B & C), each allocated one sergeant and ten officers. Currently the unit is operating with four openings. The Impound Unit is considered to be Squad D and is made up of the following Details: Abandoned Auto, Scofflaw, Vehicle Abatement, Commercial Vehicle, and Fleet and Taxi.

The section is headed by a lieutenant who reports to the deputy chief of the Bureau of Field Operations. The lieutenant is a motorcycle officer and spends the majority of his time overseeing the motors while the Impound Unit is supervised by a sergeant.

Currently the section is centralized under one command and personnel are assigned various geographic responsibilities depending on their functional assignment. Motors are assigned to all five police districts in two-officer teams. A proposed reorganization plan calls for the motors to be decentralized under geographic commands. Many of the involved officers do not favor this proposal.

Personnel report that more and more frequently they are detailed to special assignments, such as crowd control, athletic events, Lake Merritt (summer season), and special enforcement actions, such as coliseum events and, to a lesser degree, street parties.

As a result of these special assignments, enforcement is perceived to be down as much as 50 percent. The department used to write 12,000 tickets a month and today it is as low as 5,000. Much of this is due to officers spending more of their time responding to calls, on details, and performing pro-active (problem solving) activities such as, the Special Traffic Offenders Program (STOP). The addition of these new activities is reported to deplete the time motor officers have for enforcement patrol.

Some of the officers assigned to the Traffic Operations Section have been there for many years. About 20 percent of the officers have been in the section ten or more years. One motor officer has been there since 1969. When the chief of police recently attempted to institute a rotation policy, the effort was resisted and reported to have been voted down by the Police Officers' Association. Command officers feel that job rotation would be good and would avoid the "empire building" which exists today. Many officers have little knowledge of the department overall, due to extensive time in the same assignment.

One of the principal problem areas for the entire Traffic Section is the delay in accessing the service channel to run vehicle checks and to get a tow. The delay is attributed to a shortage of dispatchers and can lead to a 15-30 minute delay.

The Scofflaw and Abatement Details are at maximum workload and express a need to be at full staffing. Neither detail produced documentation to clearly illustrate the back-log of workload demands.

Findings and Observations

The Investigations and Administration Unit is responsible for the follow-up investigation of hit and run motor vehicle accidents, fatal or otherwise complex accidents, placing charges relative to driving while intoxicated (DWI) arrests, and the clerical responsibilities of records maintenance. All traffic related records are maintained in this unit rather than the records section.

The unit is staffed by one sergeant, six police officers and ten police records specialists. The sergeant is responsible to the lieutenant in charge of the Traffic Operations Section. One officer is primarily tasked to handle complaints, two conduct follow-up investigations and three are generally consumed by hit and run investigations. The ten police records specialists process, enter data from and file all the department's traffic related records.

The Enforcement Unit's primary responsibilities include: traffic accident investigation and traffic enforcement. Officers also are assigned to handle public talks for education and to assist with special events, however these are secondary responsibilities.

The entire unit is on a four day/ten hour per day schedule and is assigned as follows:

- Squad A is assigned day watch hours of 6:00 a.m. to 4:00 p.m.
- Squad B works Wednesday through Saturday 1:00 p.m. to 11:00 p.m.
- Squad C works Saturday through Tuesday 1:00 p.m. to 11:00 p.m.

Note: On Saturday and Sunday tours, C squad officers work 10:00 a.m. to 8:00 p.m.

Motors are assigned in two-officer teams to each of the five districts, however, they do not work together. They do stay in contact in case back-up is needed.

Motorcycle officers investigated 50 percent of all collisions in 1994, which is an increase of 12 percent over 1993. City-wide, collisions with injuries decreased by 18 percent and fatal accidents decreased by 16 percent. Problem locations such as intersections with high numbers of accidents are identified through the use of traffic complaint forms.

However, officers report that as the number of tasks they are called upon to perform has increased, they find they do not have as much time for directed patrol assignments as is optimal.

The Traffic Operation Section processed 692 taxi permits applications and inspections, 141 parade, special event and short-term encroachment permits, and generated \$147,482 in revenue from sales of collision reports and photographs. In addition, 300 hours were spent training non-division members in traffic related subjects.

Table 6.2 Collision Statistics 1993 - 1994

		Fatal		Injury	Pedestrian	
	Total	Peds.	Other	Injury	COP	Non-Inj
1994	11823	19	18	167	151	10093
1993	12218	21	23	221	174	10178
change	- 4%	-10%	-22%	-25%	-14%	-1%

1994 ENFORCEMENT INDEX: 32.6

1993 ENFORCEMENT INDEX: 31.5

Table 6.3 Traffic Citation Summary 1993 - 1994

	Department		Patrol Division	
	VC	PARK	VC	PARK
1994	64132	25097	19330	21714
1993	64323	46982	20773	42425
change	-1%	-47%	-7%	-49%

Table 6.4 Traffic Division Summary 1993 - 1994

	Department		Traffic Division		
	VC	PARK	VC	EQUIP	PARK
1994	64132	25097	37065	7737	3428
1993	64323	46982	37640	5910	4557
change	-1%	-47%	-13%	+31%	-25%

Table 6.5 Traffic Arrests and Citations

	DUI Arrests	Traffic Citations
1984	2782	125,515
1985	2048	116,162
1986	1657	109,296
1987	1393	104,776
1988	996	80,547
1989	833	82,818
1990	807	80,855
1991	819	76,946
1992	683	67,054
1993	696	64,323

Impound Unit (squad D)

The Impound Unit is headed by a sergeant who supervises nine sworn officers and 10 civilians assigned as follows:

- Commercial Vehicle Detail: four officers;
- Fleet and Taxi: two officers, one secretary;
- Scofflaw: one officer, two civilians;
- Abandoned Auto Detail: one officer, three civilians
- Vehicle Abatement Detail: one officer, two civilians, and 4 part-time cadets.

The Impound Unit does not work a four day/ten hour schedule. Due to a recent shift in days off for the Enforcement Unit, the Impound Unit will have to cover accidents and enforcement on Mondays, which is one of A squad's days off. On those days, their own duties are neglected. Officers would prefer a four/ten schedule as well, but have not been approved to change their schedule.

Abandoned Auto Detail

The Abandoned Auto Detail is referred to as "Mark and Tow" and is authorized one officer and five civilians, currently they only have three. The focus of the detail is abandoned vehicles or vehicles in disrepair, which are on the public streets.

When the detail is at full staffing, one civilian is assigned to each of the five police districts. With one vacant position and another currently on disability, the remaining personnel must cover the entire city.

Most vehicles requiring their attention are stripped or inoperable. Each morning the detail's personnel receive a list of complaints which have been received by dispatchers. Beat officers will also tag vehicles and forward information to the detail. Even city street sweepers will supply information on offending vehicles which the detail will then follow-up on.

Detail personnel follow-up on all complaints received and they do have the option to tow immediately, or refer the vehicle to a tow company to be towed at the company's leisure.

One problem is that they have no computer access and therefore must run checks through the service channel which causes delays due to access problems. All vehicles must be run through the system prior to being towed.

In 1994 the detail's personnel towed 7,000 cars. Once a vehicle is towed, owners must pay a \$50 fee to recover their vehicle. In 1994 \$260,000 in fees were recovered.

Though not encouraged or even condoned by the department, it is reported that some dedicated personnel work up to ten hours of unreported and unpaid overtime, weekly, to keep up with workload demands. In addition to field work, personnel state that they spend up to 3 1/2 hours on paperwork daily. The rest of the day is spent towing or following up on vehicles.

Table 6.6 Abandoned Vehicle Unit 1993 - 1994

Abandoned Vehicles Marked			Disposition			
	On View	By Compl	Total	Towed	GOA	Parkers
1994	7633	6106	13739	7231	6578	2238
1993	10490	8552	19042	7820	12227	4212
Change	-28%	-29%	-28%	-8%	-47%	-47%

Scofflaw Detail

The Scofflaw Detail is responsible for towing of vehicles that have large numbers of unpaid violations. They are vehicle focused and not interested in serving warrants. There is an estimated \$20 million worth of unpaid tickets in the city.

The detail consists of one officer and two police service technicians (PST's) who are responsible for locating offending vehicles and calling out tows. The PSTs work alone, however they attempt to work in a close geographic area so as to be near in case support is necessary. The officer does back up the PSTs when necessary.

The officer serves as the detail's supervisor and is a motor officer as well. When working with the detail the officer drives a black unmarked police vehicle, but can work a motorcycle if he desires. The PSTs drive city marked station wagons.

Scofflaw vehicles must have five or more unpaid tickets before the detail can tow. In 1994, 2,904 scofflaw vehicles were towed. Personnel also have five boots available to disable an offending vehicle rather than towing it.

In 1994 booting and impounding resulted in the collection of \$1.1 million in fines. 1995 total fines are expected to exceed \$2 million, including fines the city collects through civil procedures. All recovered funds go into the city's general fund.

The city utilizes one private storage (impound) lot that has both indoor and outdoor storage areas. The storage lot actually provided funding for the purchase of the five boots.

The scofflaw officer, who is new to the detail, is in the process of enhancing the detail's effectiveness. For example, he is working on initiative to have detail personnel

utilize computers in their vehicles. The goal is to develop a system that allows personnel to inquire into the scofflaw data file. He also hopes to eliminate the current delay in calling for a tow.

PSTs generally take 30 minutes to locate a scofflaw vehicle and another 30 minutes to tow. They average approximately 300 tows per month but this should rapidly increase with the automated ticketing system recently implemented by the city.

Oakland has meters throughout the city, however they are predominately located downtown. In most instances, the beat officers do not know when they are confronted with a scofflaw vehicle. The service channel takes too long for an officer to check, so most do not.

Table 6.7 Scofflaw Detail Summary 1993 - 1994

	Number of Vehicles Towed	Value of Outstanding citations
1994	2904	\$1,119,633
1993	2029	\$1,203,887
change	+44%	-7%

Vehicle Abatement Detail

The Vehicle Abatement Detail is responsible for towing abandoned vehicles on private property. The detail consists of one officer, one police service technician, and one secretary. Four part-time cadets are utilized to take and process complaints which initiates the investigation process. Follow-up is the responsibility of the officer and the PST.

Targeted vehicles are those on private property that are a hazard or a nuisance. Approximately 250 vehicles are towed each year. The detail follows state guidelines in handling these vehicles.

The detail is funded through a state grant that provides \$280,000 per year for five years. This is the first full year of funding. Grant dollars provide for salary and equipment. As a result, the detail has been able to acquire a computer for their vehicle as well as for the office. A second computer for the office is on order.

Because they have computer access, the detail personnel do not share the service channel problems that other traffic details experience. In addition, the service channel does

not have to be accessed for tows because the detail forwards vehicle information directly to the tow company for towing at the company's leisure.

Although some beat officers refer vehicles to the detail, most do not know how to access the detail's services.

**Table 6.8 Vehicle Abatement Unit Activity
For the first nine months of 1994**

	Sites Inspected	Vehicles Removed	Vehicles Towed	Cases Cleared
1994	386	410	288	362
1993	---	---	---	---

Commercial Vehicle Detail

The Commercial Vehicle Detail is currently at full staffing which is adequate to handle work load demands. The detail focuses on the construction and trucking industries operating in the city. Officers attend pre-construction meetings and assist with developing traffic plans.

The detail has four officers, most of whom are senior officers with one having been in the Traffic Section since 1969. Two of the four officers are provided through private funding sources. All assigned officers are motor certified and wear uniforms or jumpsuits.

Two officers are assigned to handle the entire city. One is assigned to the West Oakland Traffic Project and one officer is funded through, and assigned to, the Port of Oakland. The Port of Oakland officer is responsible for all port traffic concerns.

The detail requires minimum supervision. Officers report spending approximately 1/4 of their time in the office handling administrative duties. Some officers estimate they spend as little as 50 percent of their time on the street.

A new facility had bee secured for the Commercial Vehicle, Scofflaw and Vehicle Abatement Details. Existing staffing does not allow for any clerical support. As a result, officers spend a great deal of their time on the phones with trucking and construction companies as well as performing other administrative duties. This often leaves little time for enforcement which officers describe as a critical function.

In the past, officers were not often called away from their duties to assist with special events, however, this is occurring more frequently.

In a typical day, officers return phone calls from 8:30 a.m. to 9:30 a.m. and handle permit applications. The permit window is only open 10:00 a.m. to 3:00 p.m. because they cannot staff it.

Table 6.9 Commercial Vehicle Detail Activities - Part I

	Construction Projects		Special Events/Mtgs.		Moving Escorts	
	No.	Hours Expended	No.	Hours Expended	No.	Hours Expended
1994	44	43	41	68	20	34
1993	74	49	39	58	27	56
change	-41%	-13%	+6%	+18%	-26%	-40%

Table 6.10 Commercial Vehicle Detail Activities - Part II

	Routing Requests		Veh. Verifications		Street Closures	
	No.	Hours Expended	No.	Hours Expended	No.	Hours Expended
1994	3487	696	50	25	114	42
1993	3249	655	48	22	188	46
Change	+8%	+8%	+5%	+14%	-40%	-9%

Table 6.11 Citations Issued

	Owner Responsibility	Commercial Enforcement
1994	2245	317
1993	1518	286
Change	+48%	+11%

Fleet and Taxi Detail

The Fleet and Taxi Detail has two officers and a secretary who all work Monday through Fridays. The officers are also motor officers. Personnel are responsible for inspections, enforcement and training of the taxi industry.

The city has 282 taxis, the maximum allowed. The city uses a closed system for cab licensing. Taxi cabs must be inspected annually. At the inspection, annual fees are collected and an inspection checklist completed. If there are violations, repairs must be made and the cab returned for a follow-up inspection.

Officers schedule inspections by appointment each morning. If a cab is in good condition, an inspection will take 15 minutes, however, officers schedule 45 minutes per inspection.

In addition to cab inspections, the officers also handle taxi education and enforcement. The first of each month, officers conduct a taxi class which is a four hour class with a 58 question test. The test includes one essay question to test reading and writing skills of the license applicant. Students are allowed to use open notes for the exam.

Applicants are allowed to drive prior to completing the class if they receive a temporary license from the detail. Officers have approximately 600 licenses on file.

Officers do patrol and conduct spot checks on cabs at the airport and at cab stands. They attempt to complete a few spot inspections each day. On a good day officers can spend four hours on the street.

Detail officers do get a few complaints about the cabs (cleanliness, service, thefts, etc.) and officers have the responsibility to investigate these complaints.

Officers can take a cab out of service for violations and can rescind a license—even for personal hygiene issues. Any Oakland police officer has the authority to make spot checks on cabs, and can also pull a license. Detail officers prefer that officers refer any problems to them, and most officers do rather than taking action themselves.

Officers follow the below discipline cycle:

- warning;
- training;
- pull permits; and,
- suspension of license.

note: can suspend 1-15 days without a hearing

Detail officers do report to the impound sergeant, however officers report that they are primarily unsupervised. Officers describe having a good rapport with cab companies, who generally are cooperative.

Table 6.12 Fleet and Taxi Detail - Permit Activities
1993 - 1994 (through Nov)

	Total	Approved	Denied	Renewed	Expired
1994	692	162	5	295	7
1993	839	193	2	344	0
Change	-18%	-16%	+150%	-15%	+700%

Table 6.13 Fleet and Taxi Detail - Enforcement Activities

	Moving	Equipment	Number of Inspections	Hours Expended
1994	24	43	655	986
1993	No Stats	No Stats	635	958
Total	Unk	Unk	+4%	+3%

Recommendations

1. The Traffic Operations Section should have a minimum of one additional sergeant to ensure adequate supervision of all section initiatives. Although the officers appear to function adequately, there is need for greater supervision.

2. The vehicle abatement detail should be organizationally relocated in the Beat Health Unit.
3. The Vehicle Abatement Detail should provide training to the patrol shifts so that they are aware of how to access the detail to remove offending vehicles from their beats. Currently detail officers report that beat officers do not know how to access their operation and get vehicles removed.
4. A job rotation policy should be implemented to ensure that officers do not remain in a specialized function for an excessive period of time without exposure to other areas of the department.
5. Delays in officers accessing the service channel (radio) must be addressed as this significantly hinders performance in the field. Reports suggest officers wait 15-30 minutes to access the channel. This either causes excessive delays, or discourages officers from running checks. Mobile data terminals in the police vehicles and on motorcycles could also overcome the need for service channel use.
6. The workload and backlogs of work in the Scofflaw Detail should be closely monitored to determine if and how much unreported/unpaid overtime is being worked to keep work current. Regardless of the voluntary efforts of dedicated employees, if the detail's work cannot be completed during regular workdays, allocation of additional needs to be considered. Inasmuch as there are no records to substantiate the reports of an unreported/unpaid commitment of time, this will require the department's future attention.
7. Recovered funds from the Traffic Operations Section, such as fees, fines, and scofflaw recovered dollars should be redirected from the city's general fund to the police department so as to provide the resources (staff and equipment) needed to support section operations.
8. Computers and software should be purchased to allow the Scofflaw personnel immediate data base access for violators.
9. The Commercial Vehicle Detail should have one clerical person to assist with trucking and construction industry phone calls as well as to allow the permit window to remain open during normal business hours. This would also allow the officers to spend more time on the street. Currently officers spend a maximum of 50 percent of their day on the street.

10. Responsibility for the Fleet and Taxi Detail function should be transferred to another city organization. This is not a duty that should be assigned to the police department.

Special Operations Section

Introduction

The department's Special Operations Section has responsibility for the following units: Support Services, including the Reserve Detail, Technician Detail (Evidence), and Special Events Detail; Court Liaison Unit; Animal Control Unit; Ranger Unit; and the Helicopter/Airport Unit, that includes the Airport Security Detail and the Helicopter Detail.

The section is under the command of a lieutenant who, until a recent department reorganization, reported directly to a deputy chief in overall command of the Special Operations Division. The current organizational structure calls for the lieutenant to report to the captain who is the commander of the Crime Prevention Division. At the time of this study, another proposed reorganization was being considered that would change the existing command structure.

Support Services Unit

Support services is under the command of one sergeant who is responsible for K-9, Reserve Unit, Evidence Technician Detail, Court Liaison, and the Hostage Negotiation Unit. This position has an extensive span of control that covers a variety of specialist functions.

The sergeant's position description outlines the position duties details extensive responsibilities for each function, yet has different levels of accountability for each. For example, the position description states the following, "The section supervisor provides direct supervision to the first two units, a combination of line and direct supervision to the third, and staff supervision to the last two." It then goes on to describe each function and the accompanying duties of the sergeant.

Although it was reported that the sergeant does manage to keep up with all his responsibilities, it is difficult to conceive that one person can handle all these functions effectively, or at least with anything but a very basic level of supervision.

Reserve Detail

The reserve detail has a staff of approximately 45 volunteers who are used primarily for patrol and special events. They are supervised by a full-time sworn coordinator. The reserves supplement the full-time patrol officers by providing a high-visibility patrol presence. The reserve officers patrol either with an Oakland officer to make a two-officer unit, or with two reserves patrolling without an officer.

The part-time reserve officers are mobilized to handle special events and also to work targeted areas where a specific criminal activity is the focus. The reserve personnel are armed, with the city providing all safety equipment. Personnel do attend a modified police academy and are required to work 20 hours, or two shifts, per month.

Generally, the reserves will work Thursday through Saturday on a swing shift. Approximately 8-12 reserves will work per shift. Occasionally, the reserves are utilized for prostitution sweeps as decoys.

According to a memo to City Manager Craig G. Kocian in January of 1994, the department expressed the goal of increasing the reserve force to approximately 90 officers with an emphasis being placed on the recruitment of "minorities and Oakland residents who meet the statutory and professional requirements for employment."

Technician Detail

A sergeant in charge of the Support Services Unit which is a component of the Special Operations Division of the Bureau of Field Operations has administrative responsibility for the Technician Detail. The sergeant is also in charge of the K-9 unit, police reserves, court liaison, section clerical staff, hostage negotiators, and spends a substantial amount of time involved in training and qualifications as the senior SWAT member. The Technician Detail, which has responsibility for the processing and collection of evidence at crime scenes, is staffed by ten police evidence technicians, six police technicians (sworn officers) and a sworn officer assigned as the Technician Detail coordinator. Four officers who were trained as police technicians and assigned to the detail have been returned to patrol and can be called back in an emergency.

Technicians bid annually for shifts and supervisors by seniority. Patrol sergeants who have direct supervisory responsibility over the technicians also have 14 to 15 officers in a sector. It has been reported that when the civilian evidence technician concept was implemented in January, 1985 it was less than successful. Some of the criticisms were that the quality of the crime scene processing dropped, the unit handled fewer calls, identifications of persons through prints were reduced, use of sick time increased and the unit experienced a high turn over. Valid or not, this has created a bias against civilian technicians.

Each of the technicians is equipped with their own Pentax 35mm K-1000 camera with a Vivitar 283 flash, and print kit. In case of preventative maintenance/repair there are four spare cameras. The detail has three standard 1991 Ford vans which are stocked with the equipment and supplies necessary for processing and collecting evidence from crime scenes.

Technicians also drive three Ford Escort station wagons (which are accumulating excessive mileage) and the coordinator is assigned a 1992 Ford Crown Victoria.

While it is generally felt that the Technician Detail is understaffed (patrol and investigative personnel indicated that many crime scenes are not processed or that, due to frequent backlogs of calls, technicians are not given sufficient time to develop and collect evidence) it is not possible to analyze workload. The Technician Detail does not maintain any workload statistics.

On occasion the department has filled vacancies within the Technician Detail with people who have failed the police academy or FTO program.

As mentioned earlier, the detail keeps no statistical reports. Although technicians complete Re-Cap sheets listing the victim's name, address, type of crime, and whether they took any lifts or photographs, they are not periodically compiled and no reports are initiated for the section.

On occasion, when there is no one to cover a beat, the watch commander will fill the assignment with a sworn police technician and at times they are directed by dispatch to handle a call for service (there is no way to determine how frequently this occurs).

Evaluation, development and training of technicians is difficult since most of the patrol sergeants have little or no advanced experience with crime scene processing, have a large spans of control and get little feedback from the lab or CID. Since they may have different days off and technicians work within other sectors they have only minimal contact.

Animal Control Unit

The unit is responsible for providing the city of Oakland with effective animal control through the reduction of animal nuisance problems coupled with aggressive enforcement of the animal control ordinances.

The Animal Control Unit is comprised of eight animal control officers, one animal control supervisor and one typist/clerk. Until recently the unit was under the supervision of a police officer. Currently this unit has a civilian director who is doing a good job in turning around the animal shelter operations.

The goal of the new director is to raise the organizational status of the unit to divisional level. Structurally, the unit is in the Special Operations Section under the direct responsibility of the section lieutenant.

Court Liaison Unit

The Court Liaison Unit is responsible for ensuring that officers comply with all rules and regulations related to court appearances, overtime compensation for such appearances, and compliance with court subpoena's and notifications.

The unit has one sworn officer and one civilian who handle daily court subpoena's and court notifications. Unit personnel liaison with the District Attorney's office on big cases and monitor court overtime compensation. The unit has been successful in reducing court overtime costs in recent years.

Ranger Unit

In 1992 the city consolidated all police services and added the Ranger Unit to the police department. This unit handles all parks and recreation areas and includes nine full-time and six part-time personnel. Two of the positions are supervisory positions. The department is considering the addition of a police sergeant's position in lieu of one of the unit's current civilian supervisory positions.

Helicopter/Airport Unit

This unit is responsible for providing air support through use of helicopter patrols to field services and providing airport security. The unit has been in existence since 1969.

The helicopter unit has responsibility for the city of Oakland only, however they will take mutual aid requests from adjoining cities. Requests for assistance must be approved by the on-duty watch commander.

The helicopter patrols have a high degree of public support and continue to receive support from city government. Few complaints are received from residential areas and the pilots are sensitive to noise and spotlight issues.

The Airport Security Detail performs general patrol duties at the airport which include preventative patrol, response to calls for service, conducting preliminary investigations, and making reports and arrests. The detail provides the law enforcement presence required by the Federal Aviation Administration to support passenger screening and respond to law enforcement needs of air carriers and travellers.

Both the Helicopter and the Security Details come under the supervision of a sergeant who acts as a "program manager," responsible for all supervision, scheduling, budgeting, equipment maintenance and liaison with airport management. The sergeant functions with

little input or interference from the department administration. In fact, he has worked for four different captains in two years with little, if any, change.

The unit includes four helicopter pilots, one pilot sergeant as well as eight sworn police officers assigned to airport security. Pilots can work security to fill in or when not flying and three security officers are trained as back-up pilots who can fly the helicopters if necessary. Due to the training investment in personnel, there is no job rotation in this unit.

Both details appear to be very well run and organized. Thorough statistics are maintained on all activities and the sergeant has developed an extensive policy manual that he has put into a computer database. The detail has meticulous records of aircraft maintenance, training and flight operations.

The unit sergeant also has developed a close working relationship with the Airport Administration and a cooperative relationship is evident.

Helicopter Detail

Pilot staffing allows for coverage from 4:30 a.m. to 1:00 a.m. They do not fly on Sundays and Mondays, which are reserved for maintenance on the helicopters.

The detail is budgeted for 2,000 total flight hours, of which 400 are allocated to training. The sergeant has requested two additional pilots, however these requests have not been approved. If they were, the detail could fly 3,000 hours. The two helicopters require an annual maintenance budget of \$300,000. The detail's budget is approved at \$100,000 dollars less than normal due to the sergeant being able to purchase fuel at a substantial savings over retail price.

Pilots actually fly 4 1/2 hours each day and keep daily logs of flight time and activities. The unit sometimes will handle as many as 8-10 calls an hour and can be at any point in the city in two minutes.

The helicopters allow the department to have an enhanced response time. Even when no pilots are on-duty, if called out from home, pilots can be in the air in one hour. All pilots are on pagers.

The detail has three helicopters: one is a piston aircraft and is utilized for training, the remaining two are jet aircraft and are utilized for patrol. The city contracts all helicopter maintenance and the pilots report the maintenance is good.

Each helicopter seats four, is operated by a pilot and a pilot/observer. Helicopters are equipped with a 40 million candlepower light as well as a Forward Looking Infra-Red (FLIR), or heat seeking device.

All pilot training is done in-house, the detail could hire a trainer at a cost of \$28,000, however this would not allow for effective control over the training. The detail command finds it more effective to assess policing skills as well as the pilot skills in candidates. When both are developed, the unit produces a more effective police pilot. Of the five pilots, three are licensed by the FAA as instructors.

Prospective detail candidates are required to have three years on the department and must take the U.S. Army aptitude test for flight candidates. The test score qualifies them for an oral interview which is pass/fail. Once accepted, it takes approximately ten months to train the candidate. Once trained, all pilots receive pilot currency training annually.

Should an accident occur, dual investigations are conducted. One by the unit commander and a second by the National Transportation Safety Board (NTSB). The detail has not had an air accident/incident in the last 8,000 hours of flying (four years).

When in the air, the detail supports patrol through preventative patrol and responding to assist requests by patrol officers. Any officer can request air assistance. In a vehicle pursuit, search situation or on preventative patrol, two pilots in the air can do the work of 13 patrol officers on the ground.

The air detail also has fire support responsibility and patrols for fires. In addition, the pilots perform water drops while fighting fires.

Helicopter Unit Activity January-May 1995**Radio Assignments**

Dispatched	1,480
Self-Initiated	977
Total	2,457

<u>Flight Hours</u>	<u>Total</u>	<u>Percentage</u>
General crime	519.8	72.0%
Narcotic	24.2	3.4%
Traffic	11.8	1.6%
Special	39.8	5.5%
Training	45.9	6.4%
Fire assists	80.7	11.2%
Total	722.2	

Arrest Assists

Felony	339
Misdemeanor	133
Total	472

Airport Security Detail

The Airport Security Detail has eight patrol officers assigned. Staffing is adequate, but only for minimum staffing per Federal Aviation Administration (FAA) requirements. Staffing does not allow for any time off. If this occurs, the detail is short staffed and must hire overtime from the security staff. San Francisco Police Department, by comparison, has 200 officers assigned to the airport.

A total of 8,000 people come through the airport daily, with an annual total of 8.5 million. The airport maintains two FAA required security checkpoints and the security officers must be within a five minute response to these checkpoints. The checkpoints are funded by the airlines and staffed with private security personnel—their primary mission is monitoring for weapons.

Airport security police officers are dispatched through the police communications center. They also carry a Port Authority radio and can receive calls from them as well.

Security Officers work a four day/ten hour shift. Due to FAA restrictions, necessary training, and airport access, regular patrol officers cannot be assigned to airport security on

an as need basis. Security assignments are permanent assignments -- three officers are trained as back-up pilots for the air Detail.

Activity Summary - January through May 1995

Airport Activity

Checkpoint Alarms	43
Checkpoint security	5,819
Security door alarms	15
Disturbance calls	277
Undesirable escorts	113
Traveler Assists	5,135
Traffic control	1,949
First aid calls	16
Citations issued	1,886
In-progress crimes	129

Arrest Activity

Felony	10
Misdemeanor	23

Firearms Recovered

7

Recommendations

1. Two sergeant positions should be added to the Support Services Section. Currently one sergeant has an extensive span of control which crosses specialized functions such as: Technician Detail, Hostage Negotiation Detail, K-9, Reserve Detail, Court Liaison and Special Events. The position description clearly lists duties for this sergeant position which make it impractical for one person to effectively supervise all the personnel and the different functions involved.
2. The levels of accountability for the sergeant position in the Support Services Section must be clarified. Many of the functions are self-managing and receive little intervention from any management.
3. The organizational structure which encompasses Support Services should be reconfigured. This appears to be a "catch all" section with functions having no relationship to one another. For example, this section contains the evidence technician



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detail which is an investigative function and also contains K-9 which is an operational function.

4. The Ranger Unit should eliminate the Supervisor I & II positions and place a police sergeant over the unit. This unit has only recently been placed under the authority of the police department and is being overseen by a lieutenant with little time to manage it.
5. The Airport Security Staff should have a minimum of three more officers assigned to ensure coverage which goes beyond simply meeting FAA requirements. Current staffing forces overtime and double shifts to meet requirements whenever someone is on vacation, sick, c-time etc.
6. Responsibility for the Evidence Technician Detail should be transferred to one of the sections within the Criminal Investigations Division and placed under the direct supervision of a sergeant. Due to the organizational placement of the Technician Detail there is inadequate supervision, no systematic review of the work performed and no training or development initiated by the first line supervisors.
7. The Technician Detail should be required to submit a monthly activity report. With some modifications, the Re-Cap sheets could become the source of the monthly reports. It is extremely important that personnel account for all of their work and also keep track of the requests for service that they are unable to satisfy.
8. Absent a bonafide emergency, police technicians should not be used as a manpower pool. Watch commanders should be discouraged from filling vacant beats with technicians and dispatchers should refrain from assigning technicians to calls.
9. Consideration should be given to phasing in civilians and returning the officers to enforcement activities. The current duties of the Technician Detail coordinator and police technicians do not require a sworn police officer. There will be resistance to this recommendation as, civilians were hired and trained in 1984 to perform the Technician function in a cost savings effort.
10. In conjunction with an analysis of the workload data, the Technician Detail should establish minimum staffing levels.